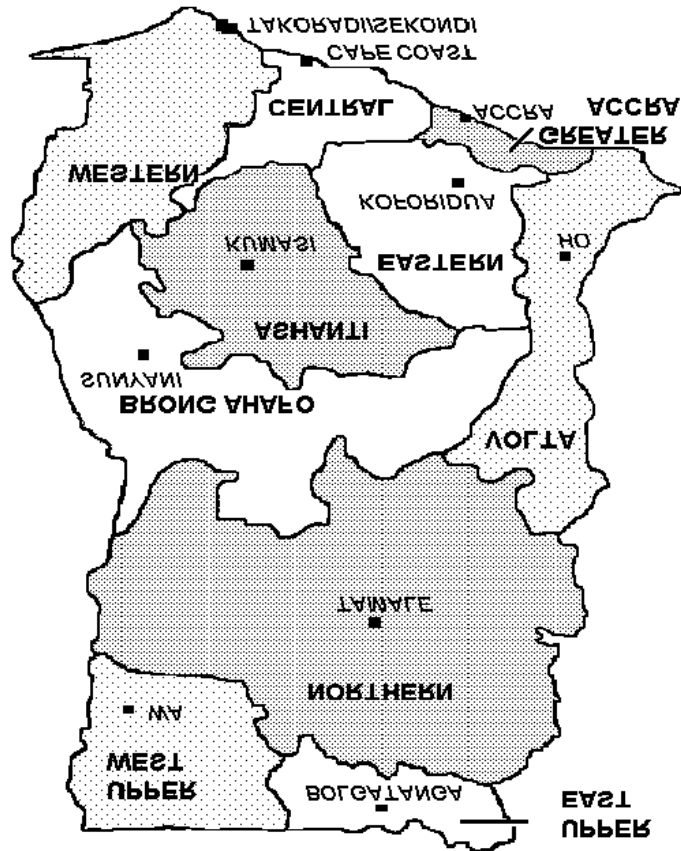


# GHANA



USAID GHANA

## FY 1999 RESULTS REVIEW AND RESOURCE REQUEST

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**USAID GHANA  
FY 1999 RESULTS REVIEW AND RESOURCE REQUEST**

**PART A: RESULTS REVIEW**

**I. OVERVIEW AND FACTORS AFFECTING PROGRAM PERFORMANCE**

Ghana continued to make significant progress in economic growth and the deepening of democratic reforms over the past year. The successful Presidential and Parliamentary elections held in December 1996 were a defining moment for Ghana. They provided a new mandate for the government of President J.J. Rawlings, and established the legitimacy of a sizeable minority grouping in Parliament for the first time under the 1992 Constitution. Maturing democratic institutions present great opportunities and challenges for Ghana's future development.

The pace of economic growth picked up in 1996 and there were significant new investments, but efforts to stabilize the economy fell short of the mark. Ghana's economy expanded by an estimated 5.2 percent in 1996, compared to 4.5 percent in 1995, largely on the strength of higher international prices for cocoa and continued growth in the service sector. Strategic, private investments were made in financial services, telecommunications, mining and manufacturing. However, the economy continued to suffer from high inflation, tight credit and unfavorable changes in the exchange rate. Deficit spending by the government led both to growth in the money supply, fueling inflation, and to increased public borrowing. This borrowing contributed to high interest rates and limited availability of credit for the private sector. As a result, interest on debt has grown to over 23 percent of total government expenditures, making it increasingly difficult for the government to put the economy back on track. The factors may have slowed the otherwise positive contributions of USAID programs, particularly the promotion of nontraditional exports and investment, and they present an additional development challenge for Ghana.

The past year was also one of transition for the USAID program. As activities initiated under the FY 1991 - 96 Country Strategy moved toward successful completion, the Mission launched new program initiatives aimed at aggressive economic growth and increased participation in economic development and governance. In late September and early October, the Mission held consultations with influential members of the Government of Ghana, the private sector, and civil society to determine if there were additional areas for fine-tuning of the Mission's Country Strategic Plan that was approved by USAID Washington in July 1996.

As a result of these consultations and ongoing dialogue with USAID Washington, the Mission is amending elements of the strategy. The CSP revisions will be reviewed by USAID Washington

in mid-March and will form the framework for review of the FY 1999 Results Review and Resource Request. USAID Ghana is requesting resources for a new range of activities in the areas of economic growth, primary education, health and family planning, and participatory development and governance.

**Economic Growth:** New and bold initiatives are needed if Ghana is to move forward on a path of rapid and broad-based growth, and avoid a regression into economic instability or stagnation. USAID has begun to put into place a program of activities to improve the international competitiveness of Ghana's goods and services. These activities will support a process of public-private collaboration for policy change, combined with targeted assistance to strengthen microenterprises and develop financial and commercial linkages in domestic and international markets.

USAID's FY 1997 - 2001 program will use the remarkable successes of the FY 1991 - 96 program to increase nontraditional exports (NTEs) as a spring board. As a result of trade and investment policy reforms, improved infrastructure and enterprise development activities, Ghana's NTEs (exports excluding cocoa, gold, timber and electricity) have increased from \$68 million in 1991 to \$227 million in 1996. NTEs expanded by 26 percent in 1996 alone, with strong growth in agricultural products (processed and semi-processed), and handicrafts. A key contributor to this success in 1996 was the adoption of a new Export and Import Act in 1995, which removed many of the barriers to private sector exports.

Additional impacts of the NTE program have been increases in investments -- with significant gains for microenterprises -- and increased employment. Over 50,000 jobs have been created in

## FORUM ON POLICY DIALOGUE

In early March 1997, Ghana's Private Enterprise Foundation, with USAID support, hosted a workshop on "Dialogue Toward a Re-Energized Partnership for Rapid Economic Growth." Senior government officials, majority and minority leaders of Parliament, business leaders, both old and new, trade unions and scholars participated in the one-day workshop.

There was broad consensus by all present, regardless of political affiliation, that bold economic policy initiatives are needed: to stabilize the economy; to limit and prioritize public expenditures; to increase savings and investment; to raise labor productivity and the flexibility of labor markets; and to stimulate agricultural production and marketing.

There was also unanimity in the view that improved mechanisms for frequent, high-level consultations between the government, parliament and the private sector are both desirable and necessary to move Ghana to the next level of economic growth. PEF, a

NTE production and marketing, including extensive impacts among microenterprises engaged in supplying and distributing inputs and products for larger producers.

USAID's future activities will also be influenced by successes in tourism. Ghana's tourism sector expanded by 5 percent in 1996. USAID's activities in Ghana's Central Region contributed to this growth. In 1996, over 25,000 tourists visited sites that have been developed with USAID assistance. This has helped to stimulate substantial private investment in accommodations in the Central Region.

Increases in food security have been achieved as a result of NTE income growth and direct assistance to vulnerable populations through developmental P.L. 480, Title II programs. The Title II Program, support for conservation at Kakum National Park, and Environmental Monitoring and Mitigation activities under the Trade and Investment Program are also contributing to environmental sustainability. In addition, Ghana has been a leader in the Leland Initiative and the Sustainable Financing Initiative for Agricultural Research.

**Primary Education:** Over the past year, USAID's support for primary education has started on a fresh course. The new, six-year program will tackle the difficult issue of educational quality head-on, by working in Model Schools in each of Ghana's 110 districts. USAID will take the lead in assisting the Ministry of Education, district and school officials to set realistic educational standards, improve teachers' classroom performance, introduce student assessment methods as a means to improving learning outcomes, and promote community participation in support of primary education.

The new program is a response to the concerns of Ghanaians about the low educational levels of the majority of the country's children. The USAID-funded Criterion Reference Test has been instrumental in raising awareness about the poor educational outcomes. The CRT measures student absorption of the sixth grade curriculum in English and mathematics. In 1996, the Ministry of Education administered the CRT for the sixth consecutive time, and the scores continued to show that students are not learning. These results also indicate that despite substantial success in the delivery of planned outputs, such as training of teachers and district education officers, textbooks, and improved participation of girls, USAID's Primary Education Program failed to achieve its overall objective of improved quality of primary education.

**Health and Family Planning:** USAID will build on the continuing successes of the ongoing family planning and HIV/AIDs program through greater integration of program activities and use of the Mission's influence to encourage improved programming and utilization of financing within the health sector. As a result of USAID assistance to date: more Ghanaians are planning the size of their families; total fertility has dropped from 6.4 children per woman in 1988 to 5.5 in 1993; and use of modern contraceptives by women in union rose to 22 percent in 1996 from 15 percent in 1993 and 5.5 percent in 1988.

The success of Ghana's program is based on its focus on increasing demand for contraceptives, especially long-term contraceptive methods, and on greater sustainability. More Ghanaians are using contraceptives than ever before as a result of USAID's assistance. Usage in 1996 is up by 27 percent over 1993 levels and Ghanaians are using more effective long term methods (20 percent of women in 1993 versus 40 percent of women in 1996). This momentum is expected to continue, with Ghana achieving its targeted fertility rate of 5.0 by the year 2000.

USAID has also demonstrated considerable success in its HIV/AIDS activities. There is nearly universal awareness of AIDS/HIV and at least one way to prevent transmission. Ghana now has an operational sentinel surveillance system that will allow appropriate tracking of the virus.

**Democracy and Governance:** Broad participation is critical for the long-term sustainability of economic growth and improving living standards. The challenge for is to maintain the recent democratic gains and to foster continued participation and accountability within the public sector. The success of USAID's democracy and governance objectives was fully demonstrated as over 9.2 million Ghanaians registered to vote and 79 percent (7.2 million) actually cast their ballots in the Presidential and Parliamentary elections held in December 1996. This is the first time that democratic elections have been held consecutively. Ghana now has a multi-party Parliament and an active civil society. USAID's support to the institutionalization of the democratic process at the national level has been crucial. This has laid a successful foundation for the launching of a multi-year strategy in democracy and governance that will cover 1997-2001 period.

## **II. PROGRESS TOWARD OBJECTIVES**

USAID Ghana's program has been successful in meeting targets under three of its four strategic objectives: (1) economic growth; (2) health -- family planning, AIDS/HIV, child survival; and (3) democracy and governance. The primary education sector continues to present serious problems that are being addressed by the Government of Ghana and the donor community. However, USAID's assistance, particularly in establishing a national standardized test, was critical in helping Ghana identify the severity of the problems in the sector and designing alternative interventions to address the problems.

Overall, the Mission's program is making significant contributions to four of the five Agency Goals. The program also supports Africa Bureau objectives such as the Leland Initiative, Food Security Initiative, Sustainable Financing Initiative, and Trade and Investment Initiative. Ghana is in the forefront in promoting the use of the Internet in Africa. Three Internet Service Providers are currently operating in Ghana, with several more on the way. The Mission has strongly supported these efforts through the funding of modems and web page development at the University of Ghana's Population Center, the Ghana Association of Women Entrepreneurs, Federation of Associations of Ghanaian Exporters, and others. USAID has conducted training

programs, in conjunction with the Leland Washington, on using the Internet for nearly 300 representatives of public and private sector organizations.

**A. Strategic Objective 1: Increased revenues from selected goods and services**

**1. Performance Analysis**

Over the past five years Ghana has made major strides in the expansion of trade and encouraging progress in the promotion of private investment. USAID's contributions to Ghana's economic growth have been significant despite the sluggish performance of the Ghanaian economy over the period. In 1996, the USAID program continued to deliver increases in nontraditional exports, investment and employment, even as the Mission began to lay the groundwork for a more aggressive, private-sector, growth-oriented strategy for the years to come.

USAID Ghana's FY 1991-1996 program focussed on "increasing nontraditional exports (NTEs). SO1 activities under the ongoing Trade and Investment Program (TIP), the Human Resource Development Assistance Project (HRDA) and PL 480 Programs, continued to play a critical role in the diversification of the country's export base. These activities have brought about a 233 percent increase in nontraditional export revenues from \$68 million in 1992 to over \$227 million in 1996, and a 26 percent increase over the 1995 level of \$180 million. With the current rate of growth in NTEs, it is anticipated TIP's target of \$250 million by 1997 will be exceeded.

Although the Mission has concentrated its activities on diversification of the export base into nontraditional exports, USAID Ghana has also had considerable success in supporting the growing tourism sector -- Ghana's third largest foreign exchange earner -- in the Central Region of the country. Tourism revenues in 1996 were \$248 million, up 4.6 percent from 1995. SO1 also made significant contributions to food security, environmental management, and biological diversity.

Private investment is critical for sustainable economic growth. Yet, investment levels have been low for the past few years as a result of macroeconomic instability and weak business confidence. In 1994, private investment was 4.4 percent of GDP and in 1995 an estimated 5.5 percent was recorded. Nevertheless, USAID's direct assistance to Ghanaian enterprises has generated a substantial amount of private investment in the economy. For example, Africa Project Development Facility (APDF) assistance to Ghanaian entrepreneurs under the Trade and Investment Program generated about \$30 million in investments in 34 NTE projects over the past five years. Through the TechnoServe Ghana initiatives over the past two years, microenterprise groups have leveraged nearly \$400,000 from local financial institutions for the production of NTEs. In addition, due to the experience it has gained from microenterprise lending under the TechnoServe activities, the Agricultural Development Bank has now invested over \$18 million



in inventory credit schemes. These schemes benefit low income farmers, most of whom are women.

The income and employment effects of the growth in export earnings in the horticulture, processed and semi-processed and handicraft sub-sectors have been very positive, since those sectors use mainly labor-based production technologies. Women constitute about 50 percent of the labor force in those sectors. A USAID Ghana survey on the income and employment impact of the growth in NTEs in 1996, revealed that on average \$6,000 worth of NTEs generates the equivalent of one full-time equivalent job paying \$960, nearly four times the minimum wage. It can therefore be inferred that NTEs generated over 38,000 full-time equivalent jobs in 1996 (20 percent of which for women) compared to about 11,000 FTEs in 1992. It is estimated that at least 30,000 additional jobs could have been generated indirectly in 1996. The target of 60,000 jobs by the end of 1997 will be achieved when direct plus indirect employment associated with NTE production and marketing is counted.

a. *Nontraditional Exports*

The greater than expected performance of the NTE sector in 1996 can be attributed to the impressive performance of processed and semi-processed agricultural products, horticulture, and handicrafts. NTEs accounted for about 15 percent of total exports earnings in 1996 compared to the baseline level of 6.9 percent recorded in 1992. This exceeds the 1996 target of 13 percent and it is anticipated that the level of 16 percent will be met for 1997.

The increase in the nominal value of NTEs over the past five years is, in a very large measure, the result of the mission's initiatives in policy and regulatory reform and enterprise development for private sector-led growth in NTEs. Adoption in 1995 of the new Export and Import Act (503) which removed many of the barriers to private sector exports has been an important factor in recent NTE growth. The NTE sector has also benefited immensely from improvements in the investment environment. USAID supported the removal of investment controls and helped to establish the Ghana Investment Promotion Center as a client-oriented agency.

**Improved enabling environment for export expansion:** The Trade and Investment Program has clearly contributed to the adoption of policy reforms that will yield benefits for trade and investment far into the future. However, by early 1996, USAID's policy dialogue with the Government began to run out of steam, as TIP neared completion, the GOG's interlocutors became distracted by the approaching elections, and economic malaise began to set in. Consultations with stakeholders revealed that, although very disparate elements of society share common aspirations of more rapid economic growth, there was a notable absence of constructive communication and a resulting deterioration of trust between the public and private sectors. USAID has begun to play a critical role in facilitating improved public-private dialogue and

identifying those bold policy initiatives that will be required to lift Ghana's economic growth to the next level.

The track record of TIP in policy and regulatory reform is nonetheless impressive:

The USAID-sponsored Trade and Investment Management Unit at the Ministry of Trade and Industry played a key role in the development and eventual passage of the Export and Import Act in August 1995. TIP conditionality has led to the removal of foreign exchange controls that increased the administrative cost of export transactions. Exporters now have complete control over their export earnings. They no longer have to pay commercial banks for issuing exchange control forms nor the 2 percent commission that was being deducted from their export earnings.

A critical constraint to export expansion prior to the Mission's intervention in the sector was the lengthy delay in clearing NTE shipments. This constraint, which increased transaction costs, has been eliminated with the establishment of a new export shed at the port of Tema that offers faster processing to exporters with one-stop for inspecting and processing documents. The establishment by the Ghana Customs, Excise and Preventive Service of a separate export desk at the Tema seaport and Accra airport and the introduction of a simplified export entry form, the Ghana Export Form in 1996 have reduced the processing time for export shipments from more than seven days to just a few hours. These improvements have, in a significant way, benefitted mainly the small enterprises in the NTE sector by reducing their transaction costs and time to clear export shipments.

Improvements in the procedures for processing applications for duty drawback for imported inputs meant for export production have further increased private-sector investments in export production. Under the scheme, customs and excise duties paid on imported inputs for the production of NTEs are refunded to exporters as an incentive to promote exports. To date, over \$500,000 up from nearly zero in 1992, has been disbursed under the scheme. Participation of exporters in the duty drawback program falls short of the expected targets due to the widespread use of exemptions from payment of duties and taxes by manufacturers on imported inputs under investment promotion and bonded warehouse schemes. The GOG is committed to a thorough review of exemptions which should result in a significant reduction of ad hoc exemptions with more exporters applying for duty drawback.

TIP has helped the Ghana Investment Promotion Center (GIPC) to streamline registration procedures for investors and to promote Ghana as an investment destination. This assistance led to the development and subsequent passage of the Ghana Investment Promotion Act (GIPC Act 478) in September 1994 that grants very attractive incentives

to all investors. Since Act 478 came into effect, the GIPC has registered a total of 356 projects with foreign involvement and valued at \$453 million. This consists of 96 wholly foreign-owned businesses and 260 joint Ghanaian-foreign businesses. In 1996 alone, the center registered 187 projects worth \$257 million representing a 40 percent increase over the 1995 investment value of \$183 million. Although not all projects come to fruition, these projects are expected to generate more than 20,000 jobs for Ghanaian men and women.

The GOG has satisfied the policy conditionality established in TIP, to date. Conditionality required for release of the fifth, and final tranche, is expected to be met on schedule in June 1997. USAID's experience under TIP leads to the following conclusions:

- (1) The rapid progress in developing democratic institutions now requires a more open policy-making process and provides opportunities to support broad-based, consensus-building on the need for improved economic policies;
- (2) Policy dialogue, supported by nonproject assistance and technical assistance for policy analysis and public-private consensus building, is an effective means of influencing changes in policies necessary to promote economic growth; and
- (3) While residual policy and regulatory constraints to increased trade and investment remain, it has become clear that a broader range of policy issues must also be addressed, including macroeconomic and structural constraints, such as land and labor policies.

**Improvements in Infrastructure for export expansion:** Through the TIP and PL 480 Title III program, USAID Ghana was able to direct GOG financial resources into the improvement of physical infrastructure needed for export expansion. For example through the Title III Food Aid Program, the GOG provided financial resources in the amount of \$20 million over four years for the rehabilitation of a total of 1,576 kilometers of feeder roads in rural areas with great potential for the production of NTE products including horticultural products, wood and wood products and fish products.

The spillover effect of increased investment in feeder road rehabilitation is manifested in the recent increases in food production and the improvement in the living conditions of men, women and children living in the corridors of the rehabilitated feeder roads. Along improved road corridors where motorability has improved from minimum access in 1992 to all-weather access in 1994, inhabitants report that teachers are now willing to be posted to schools in the villages. It is reported that the critically ill no longer need to be hand-carried to the closest medical facility since taxis now travel the road regularly. Farmers have easier access to markets and a greater

number of traders come to purchase crops at the farm gate. This translates into better prices for produce. The PL 480 Title III program for Ghana ended in 1996.

The establishment of a new export shed at the port of Tema and cargo handling facilities at the Accra Airport for export goods with 24-hour customs clearance services has also given a boost to nontraditional exports.

**Improved capacity of assisted firms to export:** USAID Ghana's technical assistance to firms and microenterprises in the NTE sector has increased tremendously the capacity of the assisted enterprises to export or to produce export quality products. Over 90 percent of the end-of-project targets for increases in revenues from NTEs have been as a result of USAID Ghana's enterprise and market development technical assistance activities. This has become possible as a result of the USAID-influenced improvements in the enabling environment for export expansion. Technical assistance and training activities were focused primarily on the production and marketing of horticultural products, fishery products, wood and wood products, handicrafts and garments.

During 1996 and throughout the life of the USAID assistance in the NTE sector, efforts have been made to integrate microenterprise producers into the export marketing chain. These entrepreneurs, mainly engaged in the production of cashews, shea nuts and pineapples are formed into groups and provided with technical assistance geared toward improving crop yields, providing training in business and strategic planning, improving farmers' groups ability to produce exports to market requirements and assisting cooperative groups with securing financing from credit institutions. The spread effect of improvements in product quality and marketing practices by microenterprises has been phenomenal thus boosting the production and export of high quality products.

#### ***b. Tourism Revenues***

Mission efforts to assist Ghana diversify its foreign exchange earning base have also paid off in the tourism sector which is the third largest foreign exchange earner. Tourism revenues have increased to over \$248 million, a 4.6 percent increase over 1995 and 48 percent since the beginning of the Mission's Natural Resource Conservation and Historic Preservation (NCRHP) Project in 1991. Visitations to the Central Region (one of ten administrative regions in Ghana) have increased significantly since the project's inception.

NCRHP supports the rehabilitation of three historic monuments (Cape Coast Castle, Elmina Castle and Fort St. Jago) and establishment and management of a 360 square kilometer rain forest, Kakum National Park. Annual visitation at the castles has jumped from a total of 20,000 in 1992 to 52,000 in 1996 and revenues have increased tenfold over the same period. At Kakum, visitations have grown from zero at the beginning of the project to 25,000 visitors

annually in 1995; revenues have grown from zero to over \$50,000 per year over the same period. Increased visitations to the Park are due mainly to the construction, in 1995, of Africa's first Forest Canopy Walkway, funded under NCRHP.

It is estimated that USAID's assistance of \$7.8 million over six years has helped to leverage approximately \$25 million in private sector investment, primarily in the accommodations sector. At the beginning of the NRCHP Project there were seven tourist-quality hotel rooms in the Central Region. By the end of 1997, there will be 400 rooms and a number of new facilities. The NCRHP represents a unique partnership between U.S. based organizations such as the Mid-West Universities Consortium for International Affairs (MUCIA), the Smithsonian Institution, and Conservation International and Ghanaian institutions such as the Wildlife Department, Museums and Monuments Board and the Tourism Board.

### *c. Environmental Management*

USAID Ghana supports improved environmental management and sustainability through three activities in the economic growth area: increasing sustainability of agriculturally-based exports, conservation and preservation of the Kakum rain forest; and the Title II Food Aid Program. In June 1996, the Mission, together with the Ghana Environmental Protection Agency and the Ministry of Trade and Industry, undertook a major redesign of the TIP Environmental Monitoring, Evaluation and Mitigation Plan (EMEMP) with the assistance of the World Resources Institute to resolve problems encountered in the carrying out of the original plan designed to monitor environmental impact of export expansion in specific sub-sectors.

EMEMP monitoring activities were focused on the secondary and tertiary wood production, pineapple production in the Densu watershed and marine fisheries. The Forestry Department reported that a total of 740,000 cubic meters of forest products, representing 64 percent of the allowable cut, was harvested in 1996. The Institute of Aquatic Biology continued its monitoring of water quality in the Densu Watershed where the bulk of the country's exported pineapples are produced. Measured levels of Nitrate ( $\text{NO}_3$ ), Ammonia ( $\text{NH}_3$ ), Phosphate ( $\text{PO}_4$ ), Dissolved Oxygen (DO) and Biochemical Oxygen demand ( $\text{BOD}_5$ ) in the Densu River were well within acceptable World Health Organization (WHO) drinking water guideline limits. However, the measured turbidity levels ranging between 7.00-21.00 mg/l are way above the acceptable limit of 5.0 mg/l. Intensive education on erosion prevention, surface runoff during heavy rains could mitigate this problem.

EMEMP was one of the first of its kind and USAID is learning from its shortcomings such as an overly ambitious design and the weak institutional base of the EPA. Under the new strategy, the Mission will promote more customer-level environmental management activities and contractors and grantees will be given more responsibility for promoting environmentally sound production practices to safeguard the environment rather than relying solely on the EPA. The EPA, which is

coordinating the EMEMP implementation, reports that significant progress was made in the monitoring activities during the second half of 1996.

The NRCHP has supported the development of Kakum National Park through a collaboration with the Ghana Wildlife Department and Conservation International. Kakum is one of the few remaining vestiges of tropical forest in this part of Africa with much of its flora and fauna still intact. It is an isolated fragment of what was a continuous belt of rain forest extending from Guinea through Sierra Leone, Liberia, Cote d'Ivoire to Ghana. Kakum is an habitat for populations of six globally endangered species, among them Diana monkey, bongo, yellow-backed duiker, and forest elephant. Hunting represents the most acute threat to the Kakum ecosystem, affecting population sizes and behavior. Baseline studies on animal populations (particularly primates and antelopes) are being conducted and initial data will be available in 1997 to begin monitoring the size of animal population and the extent of the decline in poaching. The Park contains the headwaters of four major rivers that supply water for over 300,000 people. The NRCHP project has managed to increase the effective protection of these resources at the same time that they have provided the basis for economic growth activities.

At the farm or firm level, USAID contractors and grantees continued to assist beneficiaries to implement plans to protect the environment. For example, with PL 480 Title II resources, the Adventist Development and Relief Agency (ADRA) made significant progress toward environmental protection and improvement in 1996 under its Collaborative Community Forestry Initiative (CCFI). This program aims at enhancing food security through increased agricultural productivity, increased household incomes, enhanced household nutrition and reduced environmental degradation. In 1996, the program produced and transplanted a total of 927,757 seedlings from 26 tree nurseries. AMEX International intensified its efforts at encouraging downstream processing of wood in client wood processing companies to reduce waste. One client buys non-exportable strips and shorts from mills to manufacture floorings and finger jointed stocks. Sawdust generated during sawing is used as fuel for steam generation to heat kiln dryers.

#### *d. Food Security Impact*

The Mission's food security program made considerable gains during 1996 in addressing the dual problems of food inaccessibility and unavailability. During the reporting period, over 10,000 beneficiaries of PL 480 Title II assistance and their households produced about 18,000 metric tons of food including cereals, legumes, roots/plantains/tubers, vegetables and nuts. This output represents an increase of about 100 percent over the 1995 production. This improved food availability within beneficiary communities.

Accessibility to food and other basic needs also improved significantly over the 1995 level with incomes from farming and tree planting ventures increasing by about 100 percent over revenues in 1995. Beneficiaries of Title II assistance earned over \$1 million in revenues from the

production of the food crops mentioned above as well as cash crops including cashew nuts, kola nuts, pineapples and shea nuts. Most importantly from a food security point of view, with the incomes from cashew and kola, farmers enjoy much greater access to food commodities during the lean season when they have no other source of income. Direct and indirect beneficiaries of Title II assistance in food production number more than 800,000 men and women.

Despite the success of USAID's food security activities, they have been limited in scope, especially since the end of the P.L. 480, Title III shipments in 1995. As noted in a 1996 CDIE Country Study, Ghana continues to suffer from widespread food security constraints. USAID's future efforts to increase incomes and employment and to strengthen rural markets and microenterprises will help to address food access and availability constraints for a broader population.

***Evaluations/Customer Feedback:***

A mid-term evaluation conducted in 1995 and subsequent contractor, grantee and customer assessments indicate that significant progress has been made toward the achievement of strategic objective and that there is a high probability that end-of-project targets will be met. However, the growth achieved in nontraditional exports within the past two years took place under rather unfavorable economic circumstances: Exports grew, despite rates of inflation of 33 percent and interest rates of over 45 percent; despite the lack of short, medium and long term credit for export expansion; despite insignificant inflows of direct investment in NTEs; despite a consistently appreciating real (inflation-adjusted) exchange rate brought about in part by high earnings in gold and cocoa exports and sales of government assets such as shares in the Ashanti Goldfields Corporation; and despite limited investment in improvements of physical infrastructure.

The findings and recommendations from the evaluation and assessments were taken into consideration in the conceptualization and design of the Mission's 1997-2001 Economic Growth strategy. The Mission, therefore, does not plan to undertake a final evaluation of the ongoing economic growth activities that are now scheduled to end by December 31, 1997.

**2. Expected Progress Through FY 1999  
and Management Actions**

USAID Ghana is in the process of finalizing the design of the Trade and Investment Reform Program, its FY 1997-2001 Economic Growth Strategic Objective Program. Through TIRP, USAID will assist Ghana to reach the next level of economic performance in pursuit of its vision to achieve middle-income status by the year 2020. To achieve this vision, Ghana seeks to raise economic growth rates to well above 7 percent per year. This will require Ghana to increase the international competitiveness of its private sector, that is, to produce more and market more, at lower costs.

TIRP will address four sets of development constraints: (a) many economic policies and regulations still impinge upon Ghana's competitiveness; (b) mechanisms for carrying out policy change have not kept pace with the rapid progress of democratization; (c) resource mobilization through the financial system is weak; and (d) there are still weaknesses in the managerial and technical capacity of private enterprises of all sizes to produce and market their goods and services.

The new program seeks to promote bold policy change initiatives and improvements in managerial, technical and financial capacity of private enterprises of all sizes to improve their performance in the production and marketing of high value goods and services. Under TIRP, USAID will help Ghanaians to identify and carry out critical policy changes to increase Ghana's international competitiveness. USAID will also assist Ghana's private sector to acquire the managerial, technical and financial capacity to reduce costs, increase output and expand revenues from the sales of selected goods and services. USAID assistance will help to push established firms into competitive positions in the world economy, and they, in turn, will be assisted to pull the microenterprises -- including agricultural small holders and artisans -- into profitable and well-articulated chains for increasing production and added value.

This strategy will also contribute directly to increasing food security and increasing environmental sustainability in Ghana. Food availability will be expanded through increases in production, and accessibility will be enhanced through increases in incomes from both production and marketing. Improved, sustainable production practices will be introduced and the biodiversity of Kakum National Park will be conserved.

**FY 97 Expected Progress:** FY 1997 is a transition from the nontraditional export focus of the previous strategy to an expansion of activities into other areas that have revenue-generating potential. It is anticipated that, in 1997, NTEs earnings will exceed the target of 250 million, and that the target of creating 60,000 jobs will be surpassed. Tourism earnings are expected to increase to about \$286 million aided by increases in tourist visitation to Kakum National Park and Historic Sites in the Central Region. The new permanent visitors center will open at Kakum Park in early April to launch Earth Day. The center includes a new exhibit that focuses on resource management of the park. To ensure a smooth transition period during which public-private policy dialogue can be promoted and all SO1 new procurement can be determined, awards made and teams fielded, the contractors and grants of AMEX International, Sigma One, Technoserve, Aid-to-Artisans, Ghana and MUCIA are being extended to December 31, 1997.

Achievement of a broad consensus on an improved policy framework, establishment of working relationships with private sector and government representatives, and selection and mobilization of implementing entities are priorities for the start-up phase of SO1 in 1997. USAID will sponsor a national conference to develop a consensus on policy changes for international competitiveness in the second quarter of calendar year 1997. Other key



implementation activities during this transitional phase include: (a) negotiation of conditions precedent to a first tranche of nonproject assistance and signing of a new Strategic Objective Agreement with the GOG; (b) development of RFPs and selection of a institutional contractors -- one for policy and the other for enterprise development; (c) recruitment of advisors for participation in the consensus building process; (d) identification of leading enterprises and development of plans for microenterprise linkages in selected industries; and (e) and development and approval of an endowment for the Central Region.

**FY 98 and FY 99 Expected Progress** Total revenues from selected goods and services are projected to reach \$1,242 million in 1998 and \$1,317 million in 1999. The value of NTEs will increase to \$276 million and \$331 million in 1998 and 1999, respectively. Tourism earnings are also expected to reach \$315 million in 1998 and \$347 million in 1999.

In terms of policy reform, it is expected that by the end of FY 99 significant progress would have been made as follows: a) participatory consultations planned and implemented; b) policy change framework adopted and implemented by GOG; c) streamlined procedures for importation of agricultural and manufacturing inputs adopted and implemented; d) improved policies and procedures regarding timber concession rights and wood product exports adopted and implemented; e) remaining export bans on NTEs eliminated; d) net domestic credit to private sector increased.

Enterprise development will be well advanced by the end of FY 1999. Institutional contractors and grantees will have forged linkages between a few leading businesses and international markets, and over 20,000 microenterprises will have been assisted to improve production and marketing outcomes.

### 3. Performance Data Tables

<b>STRATEGIC OBJECTIVE . 1: INCREASED NONTRADITIONAL EXPORTS</b>			
<b>APPROVED: 29 September 1992      COUNTRY: GHANA</b>			
<b>S.O. INDICATOR: Value of Nontraditional Exports</b>			
<b>UNIT OF MEASURE: \$US millions</b>	<b>YEAR</b>	<b>PLANNED</b>	<b>ACTUAL</b>
<b>SOURCE:</b> Ministry of Trade and Industry	1992 (B)		68.4
<b>INDICATOR DESCRIPTION:</b> The sum of the values of all nontraditional exports. This excludes gold, cocoa, timber, electricity, and round logs <b>COMMENTS:</b>	1993	75	71
	1994	95	119
	1995	130	180
	1996	180	227
	1997	250	
<b>INTERMEDIATE RESULT 1.1: Improved enabling environment for export expansion</b>			
<b>INDICATOR: Mean number of days required to clear NTEs</b>			
<b>UNIT OF MEASURE: number of days (all firms)</b>	<b>YEAR</b>	<b>PLANNED</b>	<b>ACTUAL</b>
<b>SOURCE:</b> 1993 and 1996 NTE survey	1993(B)		3.5
	1996	3.0	2.17
<b>INDICATOR DESCRIPTION:</b>	1997		2
<b>COMMENTS:</b> * In 1996, small firms processed export documents in 1.99 days. For pineapple firms, all of whom used the new Ghana Export Form, the mean number of days was 0.99			

<b>STRATEGIC OBJECTIVE 1: INCREASED NONTRADITIONAL EXPORTS</b>			
<b>APPROVED: 29 September 1992      COUNTRY: GHANA</b>			
<b>INTERMEDIATE RESULT 1.2:</b> Improved infrastructure for export expansion			
<b>INDICATOR:</b> Kilometers of feeder roads rehabilitated			
<b>UNIT OF MEASURE:</b> Cumulative number of kilometers	<b>YEAR</b>	<b>PLANNED</b>	<b>ACTUAL</b>
	1989		301
<b>SOURCE:</b> Department of Feeder Roads/Ministry of Roads and Highways	1990		675
	1991		876
	1992		1034
<b>INDICATOR DESCRIPTION:</b> Rehabilitation entails clearing trees, constructing culverts, levelling, surfacing and building ditches	1993	1514	1409
	1994	1999	1975
<b>COMMENTS:</b> * The project officially ended in 1995, but due to start-up delays, activities actually ended in 1996	1995	2484	2297
	1996*		2610
<b>INTERMEDIATE RESULT 1.3:</b> Improved capacity of assisted firms to export			
<b>INDICATOR:</b> \$ value of exports from assisted firms			
<b>UNIT OF MEASURE:</b> Millions of \$ (All firms)	<b>YEAR</b>	<b>PLANNED</b>	<b>ACTUAL</b>
<b>SOURCE:</b> Contractor/grantee quarterly reports	1993(B)	4	0
	1994	35	47.8
<b>INDICATOR DESCRIPTION:</b>	1995	75	32.8
<b>COMMENTS:</b>	1996	125	
	1997	175	

<b>STRATEGIC OBJECTIVE 1: INCREASED REVENUES FROM SELECTED GOODS AND SERVICES</b>			
<b>APPROVED: Proposed COUNTRY: GHANA</b>			
<b>S.O. INDICATOR:</b> Revenues from selected goods and services			
<b>UNIT OF MEASURE:</b> Millions of US\$	<b>YEAR</b>	<b>PLANNED</b>	<b>ACTUAL</b>
<b>SOURCE:</b> Special Study to be conducted every two years.	1994 (B)		690
<b>INDICATOR DESCRIPTION:</b> Revenue is comprised of marketed value for selected agricultural products, value added in wholesale and retail marketing for those products and the value of selected NTEs. Includes agricultural products such as maize, millet, sorghum, rice, cassava, yam, cocoyam, pineapples, fruit juices, metal products and household accessories.	1995		1072
	1996	1121	
	1997	1239	
	1998	1390	
	1999	1310	
	2000	1390	
<b>COMMENTS:</b> Baseline, targets and actual results for 1994 and 1995 were obtained from a special study conducted in October 1996. *1996 result is an estimate	2001 (T)	1480	
<b>S.O. INDICATOR:</b> Value of Nontraditional exports			
<b>UNIT OF MEASURE:</b> Millions of US\$	<b>YEAR</b>	<b>PLANNED</b>	<b>ACTUAL</b>
<b>SOURCE:</b> Ministry of Trade and Industry, Ghana Export Promotion Council	1996	180	227
<b>INDICATOR DESCRIPTION:</b> The sum of the values of all nontraditional exports. This excludes gold, cocoa, timber, electricity, and round logs	1997	250	
	1998	276	
	1999	331	
	2000	397	
<b>COMMENTS:</b>	2001	477	

STRATEGIC OBJECTIVE 1 : INCREASED REVENUES FROM SELECTED GOODS AND SERVICES			
APPROVED: Proposed COUNTRY: GHANA			
S.O. INDICATOR: Earnings from tourism			
<b>UNIT OF MEASURE:</b> Millions of US\$ <b>SOURCE:</b> Ministry of Trade and Industry, Institute of Statistical, Social and Economic Research (ISSER) <b>INDICATOR DESCRIPTION:</b> Foreign exchange earnings <b>COMMENTS:</b>	YEAR	PLANNE D	ACTU AL
	1992		168
	1993		205
	1994		240
	1995		237
	1996	260	248
	1997	286	
	2001	420	

**B. Strategic Objective No. 2: Increased effectiveness of the primary education system**

**1. Performance Analysis**

The past year was a major transitional period for the Mission's program to improve primary education and for the Ministry of Education (MOE) to develop a new sector program. The 6-year Primary Education Program (PREP) entered its final phase in 1996 and the Mission developed and authorized a new strategic objective in the sector to address significant problems that continue to impact adversely on learning in the schools. The new objective shifts the focus: to restructuring of major educational policies (such as personnel management, curriculum development, regular student assessments, greater authority to the districts and development of an effective information management system); and to the community level where improvements in educational quality are most likely to be initiated and implemented. The MOE was also engaged in developing a new Basic Education Sector Improvement Program (BESIP) in collaboration with all major donors in the sector, such as the World Bank, USAID and the British Overseas Development Agency, and in accordance with the constitutional mandate for Free, Compulsory Universal Basic Education by the year 2005.

PREP has laid a foundation on which to strengthen the policy and institutional frameworks required for a quality, accessible, equitable and financially sustainable primary education system. But it is clear that the accomplishments of PREP are not sufficient to improve the overall quality of primary education. Nevertheless, without a national assessment tool to measure primary school learning, it was impossible to identify the magnitude of the problems in the primary education sector. Development and implementation of the USAID-funded Criterion Reference Test (CRT), which measures pupil mastery of the 6th grade curriculum in English and Math, was a significant accomplishment of PREP. At the strategic objective level, the indicators for pupil performance -- earning a passing score in English and Math -- have increased in English to 5.5 percent in 1996 (up from 3.3 percent in 1995) and in Math to 1.8 percent (up from 1.5 percent in 1995), but the gains were marginal.

At the intermediate result level there has been considerable progress in achieving end-of-project objectives measured by: (1) increased decentralization of the financial and managerial functions of the Ministry of Education (MOE) to the districts, (2) improved basic qualifications for teachers; (3) implementation of an institutionalized student achievement testing system, (4) promulgation and implementation of an equity improvement policy; (5) adequate expenditures in the sector from the MOE's recurrent budget, (6) greater proportional expenditures on teaching materials and (7) a strengthened education system for planning, management and supervision system. Accomplishment of these objectives was to result in better qualified teachers, greater access to education for disadvantaged students, increased availability of educational materials, and improved management capacity at the district level leading to higher student performance.

PREP substantially met the targets and expected outcomes of the program over the past six years, but the ultimate impact on student learning was less than desirable.

**Decentralization:** Decentralization of the MOE is a means to increase ownership, responsibility and accountability at the district level. The MOE continues to make gains in devolving authority to the districts. New legislation was passed by Parliament in 1996 that establishes District Education Oversight Committees (DEOCs) in all 110 Districts. The DEOCs have been given responsibilities to oversee teacher performance, the provision of textbooks and learning materials and infrastructure requirements. The DEOCs have representation from a broad constituency including the District Chief Executive, District Directors of Education and Health; representatives from the District Assembly, traditional rulers, religious bodies, teachers' union and parent teacher associations. A major milestone has been implementation of the District Assemblies Common Fund by the Government that has increased district decision making by channeling resources to local schools.

While policies to promote decentralization are being advanced, the MOE performance in overall personnel management, such as staffing, skills development and performance monitoring, has been disappointing. In 1996, the percentage of District Directors of Education (DDE), who have responsibility for implementing educational policies at the district level, rose slightly from 72 percent to 75 percent but one quarter of the districts are without an officially appointed DDE. Likewise, the percentage of circuit supervisors, who are responsible for school monitoring and supervision, remained at 79 percent leaving many school circuits with insufficient supervisory personnel. Many of the district managers and supervisors in place do not have the requisite skills and resources to manage schools effectively. USAID's new strategic objective will specifically strengthen the management and administrative skills of district level educational personnel to increase their effectiveness and performance.

**Teacher Qualifications:** Progress on replacing untrained teachers with trained primary school teachers has continued as planned. The MOE reports that more than 60,000 trained teachers (about 95 percent of the total, up from 56 percent in 1991), are posted to primary schools. This leaves about 3,000 untrained teachers (less than 5 percent of the total) who will be phased out within the next two years. The MOE is developing a plan to completely phase out untrained primary teachers. PREP continued to provide in-service courses for primary teachers in reading and math. Although most of teachers in primary schools have received training under PREP, the quality of the training and training follow-up are inadequate to improve significantly teacher performance in the classroom. The MOE is phasing out the program that allowed high school graduates to teach in lower grades. Beginning in 1997, all teachers must hold teaching certificates from one of the 38 teaching colleges or 4 universities in the country. This new policy will ensure that teachers have three years of training and possess at least minimum teaching skills.

**Student Achievement Testing:** In 1996 the MOE administered, for the fifth consecutive year, the CRT, as indicated above. The persistently low level of pupil performance prompted the MOE Project Management Unit (PMU) to develop and begin conducting a series of USAID-financed reading workshops to equip teachers with strategies and skills for teaching reading. The major impact of the CRTs has been to refocus government policy and community concern on the low levels of learning in the country and the need to design a more effective educational system that meets the needs of the students.

**Equity Improvement:** PREP's Equity Improvement Program (EIP) was designed to pilot test interventions that improve access for pupils in the three poorest regions of the country. The EIP also targeted interventions to improve girls' access, participation and retention in primary schools. The EIP achieved the objective of increasing pupil access and retention, particularly for girls in rural and remote areas. It also contributed to retaining teachers and reducing the numbers of untrained teachers in those areas. The EIP, which featured girls scholarships, incentives for teachers in remote areas, school furniture, retention competition, school libraries and teachers housing has been well received and has had an impact on improving both access and retention in under-served primary schools. Census data in 1994 showed that the percentages of eligible children attending schools in the three northern regions exceeded targets moving from 32 percent in 1991 to 50 percent in 1994 (the target was 45 percent). Although indications are that the targets have been met for 1995 (50 percent) and 1996 (50 percent), USAID will be able to confirm the reliability of the data by the end of 1997. The MOE has recognized the success of the USAID-initiated girls' scholarship program and remote area incentive packages program and developed a new national policy in early 1996 to offer scholarships to girls in the three northern regions. These programs are now included in the national basic education sector reforms. Additionally, the Ministry has created a Girls Education Unit dedicated to providing policy guidance and administering programs to promote girls' education nationwide.

**Adequate GOG Expenditures in Primary Education:** One of the principal policy objectives under the PREP was to maintain adequate levels of funding for primary education. The GOG continues to provide strong financial support for the education sector and for primary education in particular. The Government has allocated almost 40 percent of the national recurrent budget for education. Within the education sector expenditures for primary education (salaries, administration, and materials) have exceeded 40 percent since 1992. The vast majority of those expenditures, roughly 90 percent, are for salaries, making it difficult for the Government to fund provision of textbooks and other teaching materials. USAID's new strategic objective in this sector will help the Government to rationalize spending on primary education by improving the allocation of resources.

**Teaching Materials:** USAID assistance continues to make a significant contribution to the production, printing and distribution of textbooks. More than 3 million textbooks were printed and distributed in 1996 bringing the percentage of students with textbooks from 21 percent in



1991 to 95 percent in 1996. This is a dramatic improvement over previous years when textbook production lagged by 18 to 24 months due to constraints faced by printers unable to meet their obligations. With a new competitive bidding process in place as a result of PREP recommendations in 1995, now more than 50 printers compete for smaller lots of 50,000 per contract and meet delivery deadlines, whereas the previous contract amounts of several million were never met on time for the academic schedule. The backlog has been cleared and textbooks are currently being printed according to schedule. However, there are distribution problems to be addressed in the new program to ensure that the right textbooks are received and used by students on a regular basis. For 20 years textbooks were unavailable to the vast majority of public school students due to poor economic conditions in Ghana. Appropriate training programs have been designed under the new strategic objective and will be implemented beginning in 1997.

**Educational management and planning system:** Educational management, at all levels of the system, continues to be an area in need of improvement. Planning capacity within the MOE and management capacity at the district and school level are weak. The Ministry has begun to implement policies and programs to redress some of these constraints. District Education Oversight Committees and School Management Committees, as described above, have been initiated. A comprehensive manual and training program for selected Head teachers has also been completed.

Despite impressive gains in the sector, much work remains to be done for educational policies, learning materials, and institutional arrangements to translate into tangible improvements in teaching, learning, and management practices particularly at the school and district level. The new USAID program, as discussed below, will address many of the persistent sectoral constraints in the area of school and district management, teacher performance and decentralization and enhanced community participation.

### *Evaluation/Customer Feedback*

USAID, in collaboration with the MOE, completed a variety of sector studies that were utilized to develop the new strategic objective. In addition to PREP performance evaluations USAID completed studies on (1) strengthening MOE information management capacity; (2) management systems for Basic Education at the school and district levels; (3) teaching and learning practices in a sample of primary schools in all 10 regions; (4) the feasibility of utilizing instructional radio for primary education and; (5) a survey of 55 NGOs providing basic education services.

PREP evaluations have also been utilized to identify program constraints and develop solutions to improve implementation. In the areas of textbook printing and distribution for example, USAID monitoring activities revealed that many textbooks were not being sent to school or being used effectively for classroom instruction. The MOE conducted an analysis of the

textbook distribution system and, with assistance from USAID, will develop programs to improve instructional materials distribution and usage.

## 2. **Expected Progress FY 1997 through FY 1999 and Management Actions**

At the end of FY 96, USAID Ghana authorized a new primary education strategic objective to assist the Government of Ghana to **increase the effectiveness of the primary education system**. USAID's focus is to develop school quality standards through a Model Schools Program that will deliver quality education that is cost effective and replicable on a national scale. Concurrently, USAID plans to work at the national level on reforming policies and programs that will create a more supportive environment for quality primary education. As a result of these new efforts and the GOG's commitment to improving education, the prospects for a successful program are strong and USAID anticipates meeting the goals and objectives of the program.

**FY 97 Expected Progress** Implementation of the strategic objective will begin in FY 97 with the awarding of contracts and grants to 3 U.S. based organizations to provide technical assistance, training and project management. Major start-up activities include completion of an architectural and engineering, assessment to determine quality standards for school construction for Model Schools, an assessment of the textbook distribution system to ensure that all children have access to books, and establishment of initial school quality indicators for selected schools. CRT scores are expected to rise marginally by 10 percent in English and 11 percent in math. Additionally, in FY 1997 as part of NPA conditionality agenda, the MOE will begin the process of restructuring the educational system by: (1) conducting a personnel audit of all educational personnel in the country; (2) designing an effective plan for distribution of educational materials; and (3) developing guidelines for reducing the number of subjects taught in primary schools and increasing the instructional time for language studies.

**FY 98 Expected Progress** By 1998, at least 18 Model Schools will be in operation, with School Improvement Plans in place, in 5 districts. Expectations are that CRT scores will begin to improve by one-third in English and by 100 percent in math. The School Improvement Plans will include standards for renovation of schools and other quality indicators that measure student performance, community participation and teacher preparedness. The long-term monitoring and evaluation system will also be established during 1998 that will allow the MOE and USAID to track performance of the Model Schools vis-a-vis schools in the control group. During this period the initial strategy and syllabus will be completed to assist the MOE in revising the primary education curriculum, designing and testing the in-service training program for teachers, headmasters and circuit supervisors and training 6 MOE professionals in the U.S. to enhance management and administrative skills of school administrators. By 1998, key policy initiatives, supported by NPA conditionality, will be completed including implementation of the plan to

reduce the number of subjects and increase instructional time for languages, and the initial implementation of personnel management reforms in at least 5 districts.

**FY 99 Expected Progress** By 1999, at least 33 Model Schools will be in operation, with School Improvement Plans, in 10 districts and School Quality Standards will be implemented in all operating Model Schools. A 50 percent increase English and math scores is expected by FY 1999. The USAID-funded monitoring and evaluation system will be integrated into the MOE educational management information system and used for planning and budgeting. By 1999, additional progress will have been made on the policy agenda by: (1) the revision of the primary curriculum in English and math for grades 1 through 3; (2) development of revised syllabi and textbooks; (3) implementation of personnel management reforms in at least 15 districts; and (4) introduction of an improved system for information analysis and dissemination in at least 10 districts.

### 3. Performance Data Tables

STRATEGIC OBJECTIVE 3: IMPROVED QUALITY OF PRIMARY EDUCATION APPROVED: 16 JULY 1990 COUNTRY/ORGANIZATION: USAID/GHANA			
S.O. INDICATOR: Students passing Criterion-Referenced Tests in English & Math			
<b>UNIT OF MEASURE:</b> Criterion Reference Test (CRT) Scores <b>SOURCE:</b> Ministry of Education <b>INDICATOR DESCRIPTION:</b> CRT measures pupil mastery of the 6th grade English & Math curriculum <b>COMMENTS:</b> This has also been a principal indicator for the FY 91-97 Primary Education Program, improved quality of primary education. The CRT has been administered to a random sample of primary pupils for five consecutive years. Results for the CRT over the past five years are disaggregated by gender and by rural and urban schools. Boys' scores are slightly higher than girls'. More significantly, urban boys' and girls' scores are up to 25 percent higher than those of rural students.	<b>YE A R</b>	<b>PLANNE D</b>	<b>ACTUA L</b>
	1992	English Math	2.0% (B) 1.1% (B)
	1994	English Math	3.3% 1.5%
	1996(T)	English 3.9% Math 2.1%	5.5% 1.8%
INTERMEDIATE RESULT 3.1: IMPROVED QUALIFICATIONS OF PRIMARY SCHOOL TEACHERS			
INDICATOR: % of primary school teachers who are trained to minimum standards			
<b>UNIT OF MEASURE:</b> Primary School Teachers <b>SOURCE:</b> MOE/Project Management Unit <b>INDICATOR DESCRIPTION:</b> <b>COMMENTS:</b> Minimum standards entails the completion of an in-service course in English & Math	<b>YEAR</b>	<b>PLANNE D</b>	<b>ACTUAL</b>
	1991(B)		51
	1992		66
	1996		98
	1998(T)	100	

STRATEGIC OBJECTIVE 3: IMPROVED QUALITY OF PRIMARY EDUCATION			
APPROVED: 16 JULY 1990		COUNTRY/ORGANIZATION:	
USAID/Ghana			
INTERMEDIATE RESULT 3.2: IMPROVED ACCESS IN THE NORTHERN, UPPER EAST AND UPPER WEST REGIONS			
INDICATOR: % eligible children in school			
UNIT OF MEASURE: School enrollment (average for three regions)	YEAR	PLANNED	ACTUAL
SOURCE: MOE/Project Management Unit	1991(B)		31
INDICATOR DESCRIPTION:	1992		36
COMMENTS:	1994		45
	1995	50	
	1996 (T)	50	
INTERMEDIATE RESULT 3.3: INCREASED AVAILABILITY OF EDUCATIONAL MATERIALS			
INDICATOR: % of primary school students with textbooks			
UNIT OF MEASURE: # of Textbooks Provided & Distributed	YEAR	PLANNED	ACTUAL
SOURCE: MOE/Project Management Unit	1991(B)		21
INDICATOR DESCRIPTION: Indicator based on 1 textbook per pupil	1992		50
COMMENTS: Minimum standards entails the completion of an in-service course in English & Math	1996(T)	100	98
INTERMEDIATE RESULT 3.4: INCREASED MANAGEMENT CAPACITY AT DISTRICT LEVEL			
INDICATOR: % of District Education Officers hired and trained			
UNIT OF MEASURE: % of 110 DEOs hired and trained	YEAR	PLANNED	ACTUAL
SOURCE: MOE/Project Management Unit			
INDICATOR DESCRIPTION:	1991(B)		72
COMMENTS: District Education Officers are highest appointed officials at the district level responsible for management of schools and teachers	1992		72
	1996(T)	90	75



<b>STRATEGIC OBJECTIVE 2: INCREASED EFFECTIVENESS OF THE PRIMARY EDUCATION SYSTEM</b>			
<b>APPROVED: 30 September 1996 COUNTRY/ORGANIZATION: USAID/GHANA</b>			
<b>S.O. INDICATOR: Students in Model Schools passing Criterion Referenced Tests in English and Math</b>			
<b>UNIT OF MEASURE:</b> Test scores	<b>YEAR</b>	<b>PLANNED</b>	<b>ACTUAL</b>
<b>SOURCE:</b> Ministry of Education, Planning, Budgeting, Monitoring & Evaluation	1996		5.5% 1.8%
<b>INDICATOR DESCRIPTION:</b> CRT measures pupil mastery of 6th grade English and Math curriculum	1997	English 6.0% Math 2.0%	
<b>COMMENTS:</b> Indicator will be disaggregated by gender and location	1998	English 8.0% Math 4.0%	
	1999	English 12.0% Math 6.0%	
	2000	English 20.0% Math 10.0%	
	2001	English 25.0% Math 12.0%	
<b>S.O. INDICATOR: Gross enrollment rates in Model School communities, compared to current national average</b>			
<b>UNIT OF MEASURE:</b> Pupil Enrollment	<b>YEAR</b>	<b>PLANNED</b>	<b>ACTUAL</b>
<b>SOURCE:</b> Ministry of Education, Planning, Budgeting, Monitoring & Evaluation	1993		78% (B)
<b>INDICATOR DESCRIPTION:</b> % of School age population enrolled in primary school	1996	0.79%	
	1997	0.8%	
	1998	0.81%	
	1999	0.82%	
	2000	0.83%	
<b>COMMENTS:</b> Indicator will be disaggregated by gender and location	2001	85% (T)	

<b>STRATEGIC OBJECTIVE 2: INCREASED EFFECTIVENESS OF THE PRIMARY EDUCATION SYSTEM</b>			
<b>APPROVED: 30 September 1996 COUNTRY/ORGANIZATION: USAID/GHANA</b>			
<b>S.O. INDICATOR: Retention Rates in Model Schools, Compared To National Average</b>			
<b>UNIT OF MEASURE:</b> Pupil Enrollment	<b>YEAR</b>	<b>PLANNED</b>	<b>ACTUAL</b>
<b>SOURCE:</b> USAID Monitoring & Evaluation Contractor & MOE	1993		84% (B)
	1996	85%	
<b>INDICATOR DESCRIPTION:</b> Retention rates refer to proportion of P1 cohort Reaching P6	1997	88%	
	1998	90%	
<b>COMMENTS:</b>	1999	92%	
	2000	93%	
	2001	95%(T)	
<b>S.O. INDICATOR: Number of districts which adopt the Model School Program</b>			
<b>UNIT OF MEASURE:</b> Districts with at least one school achieving School Quality Standards	<b>YEAR</b>	<b>PLANNED</b>	<b>ACTUAL</b>
<b>SOURCE:</b> USAID Monitoring & Evaluation Contractor/Grantee	1996		0 (B)
	1997		
<b>INDICATOR DESCRIPTION:</b>	1998	5	
	1999	10	
<b>COMMENTS:</b>	2000		
	2001		
	2002	110 (T)	



### **C. Strategic Objective 3: Improved Family Health**

#### **1. Performance Analysis**

Ghana has continued to make significant gains in improving family health through the reduction of fertility, increasing the use of interventions to prevent the spread of AIDS/STD and improving child survival. High fertility rates and close birth spacing negatively impact on the health of women and children and spread meager resources even thinner to care for larger families. The more children a woman has and the closer they are in age reduces the amount of time that mothers have to recuperate from the pregnancy and that infants have to nurse. Unsafe patterns of childbearing often summarized as "too soon, too close, too many and too late" are important factors in both maternal mortality and in the deaths of infants and children. Use of family planning and access to safe maternity care could all but eliminate maternal deaths and directly save the lives of some 3 million infants and children. Family planning can prevent at least 25 percent of all maternal deaths. Young women and those with preexisting health problems also face higher risks: Women ages 15-19 are twice as likely to die from causes related to pregnancy and childbirth as women in their 20s. Women who are physically and nutritionally drained before becoming pregnant are also at higher risk of illness and death.

Unlike other communicable diseases, AIDS increases deaths primarily among young adults between the ages of 20 and 45. In Ghana, roughly 66 percent of AIDS cases in Ghana are women in 1996. Recent studies indicate that sexually transmitted diseases (STDs) enhance susceptibility to HIV infection. By slowing the spread of HIV infections, families are spared the death of a family member in the prime of life who is usually a breadwinner or primary care-giver. The most effective methods to decrease or stop the spread of HIV/AIDS are through promotion of condom use and a STD control program that reduces the duration of STDs. USAID/Ghana assistance has supported condom promotion for safer sex in the public, private and non-governmental organizations (NGO) sectors through mass media, community mobilization, peer education and one-on-one counseling. Data from the 1995 Consumer Tracking Study (CTS) show that both men and women who have multiple partners report significantly higher condom use than those with only one partner. This indicates that these men and women know that they are at risk of contracting HIV/AIDS and are using condoms to reduce that risk. Condom use in Ghana in general has increased between 500-600 percent since 1986, the year the first AIDS case was identified in Ghana. Over the past years, special emphasis has been placed on reaching the youth through youth centers or organized concerts where condom use and safer sex issues are discussed. USAID supplies over 90 percent of the condoms in Ghana.

The most effective interventions in child survival are increasing immunization coverage to combat the six childhood killer diseases, oral rehydration therapy to reduce deaths related to diarrheal diseases, prevention and treatment of malaria and acute upper respiratory infection treatment. In 1996, over 370,000 infants were immunized against the childhood killer diseases.

USAID is one of the largest donors supporting immunizations and contributed significantly to this achievement.

*a. Family Planning Progress*

USAID's assistance has contributed to a dramatic reduction in fertility from 6.4 children per woman in 1988 to 5.5 in 1993; it is expected that the projected fertility rate for 2000 of 5.0 will be met. The results of consumer surveys and service statistics are equally impressive. In 1995, use of modern methods of family planning among women in union was 22 percent. This translates into approximately 800,000 Ghanaian women planning their families with modern methods of contraception. This rate also compares favorably with the 1993 level of 15 percent contraceptive prevalence. Such a rise in the use of contraception in only two years clearly establishes Ghana as one of the few success stories in Africa to date. The success of Ghana's program is based on its focus on increasing demand for contraceptives, in general, and long term contraceptive methods, in particular, as well as fostering a partnership between the public and private sectors and increasing sustainability of the overall.

The policy dialogue agenda adopted in 1994 has been a critical element in the success of the program and has helped (1) establish the National Population Council, annexed to the Office of the President, as an effective national coordinating body at the highest level; (2) reduce stockouts and stocks of expired contraceptives at service delivery points; (3) eliminated leakage of public sector contraceptives into the private sector; (4) expand the list of drugs for effective treatment of STDs; and (5) increase GOG commitment to provide adequate budgetary resources on an annual basis to achieve family planning target figures to meet Ghana's fertility goals.

As a result of these efforts, more Ghanaians are using contraceptives than ever before. The total number of Couple Years of Protection (CYPs) generated under the program has risen from 360,000 in 1993 to almost 400,000 in 1994 and over 505,000 in 1995 before declining slightly in 1996 to about 486,000. The drop in 1996 is due to a decline in the number of short-term CYPs delivered by the Ministry of Health (MOH).

Not only are more Ghanaians planning their families but they are using more effective, longer-term methods. In 1993, according to the Consumer Baseline Study, only 20 percent of women using modern methods of family planning were using longer-term methods (injectables, intrauterine devices and voluntary surgical contraception). By 1995, a follow-up tracking study showed that almost 40 percent of women were using the longer-term methods to plan their families more effectively. The target set for this indicator for the year 2000 is 40 percent; the target has already almost been reached. A shift of this magnitude -- from short-term to long-term contraceptives -- in such a short period shows that the continued investments made in this sector are beginning to bear fruit. Service statistics also reflect this trend in a move toward longer-term, more effective family planning methods. The number of long-term method CYPs rose from

under 100,000 in 1993 to almost 160,000 in 1995 and continued to rise in 1996 to almost 183,000.

The contribution of the private sector (commercial and NGOs) is seen as critical to the success and sustainability of Ghana's family planning program. The commercial sector contribution to the contraceptive prevalence of short-term methods in Ghana grew from 50 percent in 1993 to 72 percent in 1995 according to the consumer baseline and tracking studies. The Ghana Social Marketing Foundation has enlarged its product line to include longer-term methods (injectable and IUDs) and the Planned Parenthood Association of Ghana (PPAG, the major NGO distributor) is expanding its provision of IUDs and voluntary surgical contraception (for both men and women). Service statistics reflect the same trend. The CYPs delivered by the commercial and NGO sectors increased by over 26 percent in 1996 (representing a 25 percent increase in short-term methods and a 31 percent increase in longer-term methods). They now represent almost 60 percent of all CYP delivered in country (up from 43 percent last year--the magnitude of the change, although not the direction, is skewed somewhat by the precipitous decline in short-term CYPs delivered by the MOH).

The successes achieved have not been without major hurdles to overcome. One significant issue for the program concerned "provider biases" which restricted the provision of family planning services to women for many reasons, including having less than four children or being under 35 years of age. Beginning in 1995, USAID policy dialogue and technical assistance to the MOH in the development of the National Reproductive Health Service Policy and Standards document. These standards, which were finalized and disseminated in 1996, provided clear and concise guidelines to program managers and service providers on who can provide services, who is eligible to receive services and how training, supervision and evaluation activities shall be planned and implemented. This set of guidelines empowered service providers in their work and preliminary indications are that previously identified barriers to access to family planning services (age and parity, especially) are being overcome.

As the standards were being developed, USAID assisted both the ministry and the private sector in extending access to longer-term family planning methods. Two tracks were followed here: rehabilitation of service delivery points (SDPs) such as clinics and training of service providers. SDPs throughout the country were upgraded to provide either one or all of the following: IUDs, Norplant, tubal ligation and vasectomy. Certain of the newly upgraded facilities were designated as regional training sites to train the staff of the SDPs where rehabilitation was taking place. In 1996, the MOH completed rehabilitation of 53 sites and the training of 89 doctor/nurse teams in Norplant insertion and VSC.

Also for the first time, the injectable contraceptive, Depo Provera, began to be actively marketed in the private sector by the Ghana Social Marketing Foundation (GSMF). Following training and information seminars with service providers, GSMF distributed its branded version of Depo,

FamPlan, through private doctors and midwives and pharmacies. Its communication campaign addressed the concerns about the method expressed by women in both quantitative and qualitative studies carried out by the Foundation. As with its other products, FamPlan has become synonymous with the injectable contraceptive in Ghana and has had a spillover effect into the NGO and public sectors.

Although the strategic thrust of the GOG family planning program as well as USAID/Ghana's assistance in this area is to increase the proportion of users of long term methods and at the same time to decrease the share of short-term methods delivered by the MOH, it is still imperative that the MOH continue to provide short-term methods to its customers. One of the major concerns over the past year has been the precipitous drop in the delivery of short-term CYPs through MOH SDPs. Although the private/NGO sector did increase its absolute level of short-term CYPs, it was not enough to overcome the MOH's shortfall. USAID/Ghana is working with the MOH and its partners to examine the reasons behind this decline and to take measures to reverse it. A retail audit of private sector outlets planned for the first quarter of CY 1997 will show the extent to which other private sector entrants are present in the market and thus picking up some of the "lost" MOH short-term users. Technical assistance from Family Planning Logistics Management (FPLM) will provide expertise and training to the MOH, especially at the district level, to address shortcomings in its reporting and logistics systems.

The continued availability of affordable, effective and high-quality contraceptives in over 7,000 commercial outlets throughout Ghana is critical to the continued success of the Ghana family planning program. This concern, coupled with the success of the GSMF, led USAID/Ghana to develop an endowment to ensure the long-term sustainability of the Foundation. The stated purpose of the endowment is to "expand the private sector market for family planning goods and services in Ghana." The endowment proposal was approved by the Africa Bureau in August 1996. USAID/Ghana will work closely with the Board of the GSMF to finalize the cooperative agreement establishing the endowment and to select the fund manager who will be responsible for investing the endowment funds.

*b. HIV/STD Prevention Progress*

Ghana is well-positioned to prevent AIDS from taking the toll on its people as has happened in many countries in East and Southern Africa. Although the level of prevalence is already an alarming 4 percent, concerted action now can prevent this number from doubling or even tripling. Many Ghanaians have heard of AIDS. Over 90 percent of both men and women report having heard of the disease. Less, however, know how to prevent the spread of HIV/AIDS (only 60 percent of men and 53 percent of women in 1993 and 65 percent of men and 56 percent of women in 1995 could cite at least 2 ways to prevent the spread of HIV infection). When faced with a situation where risk of HIV transmission is high, most Ghanaians do not take the necessary protective measures. Among men and women who reported having had multiple

sexual partners in the three months prior to the consumer tracking survey (December 1995), only 30 percent of women and 38 percent of men used condoms.

The presence of STDs has been shown to be a major cofactor in the transmission of HIV. Research has shown that concerted efforts in reducing STDs lead to a decrease in the spread of HIV. USAID/Ghana's assistance to the GOG's fight against AIDS has targeted reduction in the spread and improvement in the treatment of STDs. Many of the interventions in this area are integrated with the family planning activities, especially in the area of behavior change and condom promotion. Integration of STD diagnosis and treatment with family planning at the district and sub-district (SDP) level is also a major thrust of the program and training in this area began over the past year.

One of the major impacts of USAID/Ghana assistance over the past year has been the use of nonproject assistance to encourage the inclusion of the effective STD treatment drugs (ciprofloxacin and ceftriaxone) on the Essential Drugs List and the National Formulary (EDL/NF). This is important because the NF provides treatment guidance for all MOH personnel and only drugs included in the EDL can be prescribed (the MOH, in fact, can only stock drugs included on the EDL). The EDL and NF are published together as one document, which is used as a reference book for practicing providers, pharmacists and in training institutions. The change in the EDL/NF has, as yet, had apparently little impact on the private sector pharmacies which see a major share of STD patients. In a study of private pharmacists in the Accra/Tema area conducted in September 1996, neither of the new STD drugs was regularly prescribed or stocked by most pharmacists. Training based on the new EDL/NF will be expanded in the public sector at the SDP level and extended to include the private sector providers, including pharmacists. USAID/Ghana will initiate policy dialogue on the role that pharmacists can play (and are playing) in the treatment and control of STDs. Finally, USAID/Ghana will establish baseline measures for its indicators to evaluate better its interventions in this area.

To understand the magnitude of the HIV/AIDS problem as well as how to target behavior change interventions, it is necessary to have better information on the progression of HIV infection. Ghana is one of the few countries in Sub-Saharan Africa with a functioning, sentinel surveillance system, funded by USAID, covering all regions of the country. USAID/Ghana is supporting the GOG to maintain the quality and reach of the sentinel surveillance system. The vast majority (86 percent) of the 22 sentinel sites are reporting each year. USAID/Ghana is continuing to support the MOH (National AIDS and STD Control Program: NACP and the Health Laboratory System) to ensure that the quality of the HIV testing is maintained and that all sentinel sites in the future are providing reports to the NACP in a timely fashion.

c. *Child Survival Progress*

USAID/Ghana's child survival interventions have recently, however, mostly been limited to support to UNICEF for the expanded program of immunizations (EPI). USAID/Ghana contributed to the highly successful national immunization program, vaccine procurement and cold chain equipment as well as the sustainability of the EPI in Ghana. This assistance also allowed UNICEF to respond quickly to crisis situations such as the recent yellow fever and cerebral spinal meningitis (CSM) outbreaks. Currently, USAID/Ghana is in the process of expanding its child survival strategy to include support to US-based PVOs and local NGOs as well as more direct assistance to the MOH. The new child survival strategy will focus on three broad areas: improving delivery modes of primary health care in the communities (based on the results of operations research coming out of the Navrongo Health Research Center), EPI, and oral rehydration therapy (ORT) to combat diarrheal dehydration. USAID/Ghana's major task over the coming year will be to begin implementation of its new strategy and recruitment of partners in this area.

### ***Evaluations/Customer Feedback***

Monitoring, evaluation of progress and customer feedback were obtained through quantitative and qualitative studies and through service statistics. The results of the Consumer Tracking Study (CTS) carried out in December 1995 were invaluable in permitting objective assessment of progress toward goals. Much of the above analysis is based on these results. More in-depth, targeted analysis of the CTS data allowed USAID/Ghana and its partners to begin planning for major interventions to promote longer-term methods of family planning and tailor special reproductive health services for adolescents. Inputs to these two efforts were completed by other, more qualitative studies that obtained customers' insights into the problems they faced and the types of programs and services they would want for themselves.

In an effort to assess more objectively the quality of care provided through the MOH, PPAG and Ghana Registered Midwives Association (GRMA) clinics, USAID/Ghana commissioned the Ghana Statistical Service (GSS) and the Population Council (Nairobi) to conduct a situation analysis in service delivery points throughout the country. Although the results of this study are not yet available, the results of the previous situation analysis provided the basis for the development of the National Reproductive Health Service Policy and Standards and were used to modify the in-service curriculum for service providers. The results of the present study should provide some initial indication as to the impact of the new standards.

The MOH, GSMF and PPAG all provide service statistics to USAID on a quarterly basis. The information provided gives a quick picture of trends in contraceptive usage and allows either for quick response to problems identified or suggests areas of further study needed.

## **2. Expected Progress Through FY 1999 and Management Actions**

USAID/Ghana's interventions through FY 1999 will continue to improve the health of Ghanaian families. More Ghanaians will be planning their families and using more effective methods to do so. This will lead to smaller families with healthier mothers and children. By the end of FY 1999, the country will be close to its target in the year 2000 of a total fertility rate (TFR) of 5.0. At the same time, NPA will be used to encourage cost-recovery (and, therefore, sustainability) and hasten decentralization of budgeting and decision making to the district level.

Improvements in child survival resulting from increased use of family planning and intensified efforts in immunization and ORT use will lead to a decline in infant and child mortality: infant mortality is expected to fall to 55 by 2000. The major resources provided by USAID/Ghana in the area of behavior change and STD control and prevention will lead to a decrease in the rate of growth of HIV infection. USAID/Ghana's interventions will lead to a decrease in the amount of risky sexual behavior. By 1999, 50 percent of women and 55 percent of men with multiple sexual partners should be using condoms.

**FY 97 Expected Progress** The strategic objective team will develop a new agreement with the GOG to reflect USAID/Ghana's increasing emphasis on child survival within the overall objective of improving family health. USAID/Ghana is committed to implementing many of its expanded child survival activities through local and US NGOs and PVOs. The selection of partner organizations, development and placement of cooperative agreements or other grants will constitute the major management activities in this area over the next year.

USAID/Ghana will evaluate its current NPA agreement with the GOG looking at both the policy objectives to be achieved as well as the evidence required for meeting conditions precedent. Upon meeting the conditions precedent for release of the 1997 NPA tranche, the GOG will bear an increasing share of the cost of the family planning and AIDS/STD prevention programs and will continue to move into provision of longer term family planning methods and counseling. A study of STD services will take place early in 1997 to allow for a baseline measure of the reach and effectiveness of STD care in Ghana.

Programs in the two special emphasis areas, longer-term methods (4 new training sites are to be added) and targeting the youth, will be intensified this year. A major accomplishment expected during FY 1997 will be the establishment of an endowment for the GSMF. USAID/W approved the endowment proposal in FY 96. The resources are now available and conditions required of GSMF have been met to fund the endowment and sign a cooperative agreement by the end of the fiscal year. Child survival activities will intensify as the Mission develops a strategy to increase immunization and other interventions to reduce infant and child mortality.

**FY 98 Expected Progress** Two major monitoring and evaluation activities will take place this year: a mid-term evaluation of GHANAPA and a new round of the Demographics and Health

Survey (DHS). The 1998 DHS will allow for measurement of indicators at the intermediate result level (e.g. contraceptive prevalence, immunization coverage, use of ORT) and the SO level (TFR and reported condom use). This survey is also an invaluable tool for garnering customer feedback in the various USAID/Ghana interventions under this strategic objective. In addition, the first of the planned periodic immunization coverage surveys will be carried out in conjunction with UNICEF to measure the success of our intervention in EPI. Grants to all of our new partners in child survival should be in place in early 1998. This will allow the Mission to increase CS activities, especially at the community level.

**FY 99 Expected Progress** The results of the intensified campaigns in family health should begin to be seen this year. A preliminary evaluation of the progress of the CS grantees will take place to ensure that these interventions are progressing as planned. Any problems identified can, therefore, be addressed early in the intervention. In FY 99, preliminary studies for follow-on activities to the present SO program will need to begin.



### 3. Performance Data Tables

STRATEGIC OBJECTIVE 3: IMPROVED FAMILY HEALTH					
APPROVED: Proposed			COUNTRY/ORGANIZATION:		
USAID/Ghana					
S.O. INDICATOR:Total Fertility Rate (TFR)					
UNIT OF MEASURE: TFR	YEAR	PLANNED		ACTUAL	
SOURCE: Ghana Demographic and Health Surveys (GDHS): 1993, 1998	1993			5.5 (B)	
INDICATOR DESCRIPTION: Measures number of children a woman has in her life time	1995				
COMMENTS:	2001	5.0 (T)			
S.O. INDICATOR: Reported condom use at last sexual encounter at risk					
UNIT OF MEASURE:	YEAR	PLANNED		ACTUAL	
		%	&	%	&
SOURCE: Consumer Tracking Study	1995			38	30
INDICATOR DESCRIPTION:	1996				
COMMENTS:	2001	55	50		
INTERMEDIATE RESULT 3.1: INCREASED USE OF MORE EFFECTIVE FAMILY PLANNING METHODS					
INDICATOR: Modern Contraceptive Prevalence Rate (CPR)					
UNIT OF MEASURE: % of women in union (15-49) using some form of modern contraception	YEAR	PLANNED		ACTUAL	
SOURCE: Ghana Demographic and Health Surveys (GDHS): 1993, 1998; Consumer Tracking Study (CTS): 1993, 1995	1993			10.1 (B)	
INDICATOR DESCRIPTION:	1995	15		22*	
COMMENTS: *Baseline level of 10.1% is from the 1993 GDHS. The 22% found in 1995 comes from the CTS. In 1993 the baseline CTS found a CPR of 15%. The analysis of these two studies found that reported condom use accounted for the differing figures. The DHS figure is used as Ghana's "official" CPR because DHS's are internationally comparable. The 1995 CTS figure provides indication that planned 15% CPR has been achieved	2000	20			
	2001				

<b>INDICATOR:</b> Long-term Family Planning methods Couple Years of Protection (CYP)			
<b>UNIT OF MEASURE:</b> % of total modern CYPs	<b>YEAR</b>	<b>PLANNED</b>	<b>ACTUAL</b>
<b>SOURCE:</b> Service statistics from implementing agencies (MOH, GSME, PPAG)	1994	27	29
	1995	30	31
<b>INDICATOR DESCRIPTION:</b> Proportion of total CYPs (based on issuance statistics from the implementing agencies) accounted for by longer-term methods (Norplant, IUD, injectables and VSC)	1996	33	38
	1997	35	
	1998	38	
	1999	41	
<b>COMMENTS:</b>	2000	43	
	2001		

<b>STRATEGIC OBJECTIVE 3: IMPROVED FAMILY HEALTH</b>					
<b>APPROVED: Proposed COUNTRY/ORGANIZATION: USAID/Ghana</b>					
<b>INTERMEDIATE RESULT 3.2: IMPROVED SUSTAINABILITY OF FAMILY PLANNING SERVICES</b>					
<b>INDICATOR: Private/NGO sector share of total Couple Years of Protection (CYP)</b>					
<b>UNIT OF MEASURE:</b> % of total CYP	<b>YEAR</b>	<b>PLANNED</b>		<b>ACTUAL</b>	
<b>SOURCE:</b> Service statistics from implementing agencies (MOH, GSME, PPAG)		<b>ST</b>	<b>LT</b>	<b>ST</b>	<b>LT</b>
<b>INDICATOR DESCRIPTION:</b> Proportion of total CYPs (based on issuance statistics from the implementing agencies) accounted for by private and NGO sectors  <b>COMMENTS:</b>	1994			55 (B)	12 (B)
	1995	59	18	53	21
	1996	62	21	76	24
	1997	65	22		
	1998	68	24		
	1999	72	26		
	2000	75	28		
	2001				
<b>INDICATOR: Ministry of Health Couple Years of Protection (CYP) benchmarks</b>					
<b>UNIT OF MEASURE:</b> thousands of CYP	<b>YEAR</b>	<b>PLANNED</b>		<b>ACTUAL</b>	
<b>SOURCE:</b> Service statistics from MOH		<b>ST</b>	<b>LT</b>	<b>ST</b>	<b>LT</b>
<b>INDICATOR DESCRIPTION:</b> Total number of CYPs delivered by the MOH relative to benchmarks set in GHANAPA agreement  <b>COMMENTS:</b>	1994	113	78	127	102
	1995	118	99	165	124
	1996	130	130	74	139
	1997	137	167		
	1998	143	210		
	1999	145	258		
	2000	136	299		
	2001				

STRATEGIC OBJECTIVE 3: IMPROVED FAMILY HEALTH					
APPROVED: Proposed COUNTRY/ORGANIZATION: USAID/Ghana					
INTERMEDIATE RESULT 3.3: INCREASED HIV/STD PREVENTION AND CONTROL INTERVENTIONS					
INDICATOR: Men and Women who can cite at least 2 ways to prevent the spread of HIV infection					
UNIT OF MEASURE: % men; % women	YEAR	PLANNED		ACTUAL	
		%	&	%	&
SOURCE: Consumer Tracking Study (CTS): 1993, 1995	1993			60(B)	53(B)
INDICATOR DESCRIPTION: Percentage of men and percentage of women who can cite at least 2 correct ways to prevent the spread of HIV infection	1995			65%	56%
	1996				
	1997				
	1998				
COMMENTS:	1999				
	2000				
	2001	TBD	TBD		
INDICATOR: Facilities that provide appropriate diagnosis and treatment of Sexually Transmitted Diseases (STDs)					
UNIT OF MEASURE: % percent of total facilities providing diagnosis and treatment of STDs	YEAR	PLANNED		ACTUAL	
	1997			TBD (B)	
SOURCE:	1998				
INDICATOR DESCRIPTION:	1999				
	2000				
COMMENTS: No baseline for this indicator. Study planned in 1997	2001	TBD (T)			
INTERMEDIATE RESULT 3.3: INCREASED HIV/STD PREVENTION AND CONTROL INTERVENTIONS					
INDICATOR: Sentinel sites providing complete reports on HIV prevalence					

<b>UNIT OF MEASURE:</b> % of sentinel sites providing complete reports <b>SOURCE:</b> National AIDS/STD Control Program reports <b>INDICATOR DESCRIPTION:</b> Annual reports from the 22 sero-surveillance sites (20 ANC and 2 STD clinics) <b>COMMENTS:</b> 1996 report has not yet been issued by MOH	YEAR	PLANNED	ACTUAL
	1995		86 (B)
	1996	100	
	1997	100	
	1998	100	
	1999	100	
	2000	100	
	2001	100 (T)	

<b>STRATEGIC OBJECTIVE 3: IMPROVED FAMILY HEALTH</b>			
<b>APPROVED: Proposed COUNTRY/ORGANIZATION: USAID/Ghana</b>			
<b>INTERMEDIATE RESULT 3.4: INCREASED USE OF CHILD SURVIVAL INTERVENTIONS</b>			
<b>INDICATOR: Diarrheal episodes treated with ORT</b>			
<b>UNIT OF MEASURE:</b> % of mothers with children under three	<b>YEAR</b>	<b>PLANNED</b>	<b>ACTUAL</b>
<b>SOURCE:</b> Ghana Demographic and Health Surveys (GDHS): 1993, 1998; Consumer Tracking Study (CTS): 1993, 1995, 2001	1993		42.2 (B)
<b>INDICATOR DESCRIPTION:</b> Among children under 3 years who had diarrhea in the two months preceding the survey, the percentage who received oral rehydration therapy (either solution prepared by ORS packets or recommended home fluids)	1995	45	44
	1998	50	
	2001	55 (T)	
<b>COMMENTS:</b>			
<b>INTERMEDIATE RESULT 3.4: INCREASED USE OF CHILD SURVIVAL INTERVENTIONS</b>			
<b>INDICATOR: Full immunization as measured by DPT<sub>3</sub></b>			
<b>UNIT OF MEASURE:</b> % of children 12-23 months with DPT <sub>3</sub> coverage	<b>YEAR</b>	<b>PLANNED</b>	<b>ACTUAL</b>
<b>SOURCE:</b> Ghana Demographic and Health Survey (GDHS): 1993, 1998 Periodic coverage surveys (Standard WHO/UNICEF cluster coverage survey)	1993		62.4 (B)
<b>INDICATOR DESCRIPTION:</b> % of children 12-23 months who have received the 3 doses of DPT	1998	70	
<b>COMMENTS:</b>	2001	75 (T)	

## **D. Strategic Objective 4 : Enhanced Participatory Development and Governance**

### **1. Performance Analysis**

Ghana continued to make significant progress in its successful transition to democratic rule in 1996 and toward consolidating democracy. In December Ghana held multi-party elections which have been endorsed by all of the political parties and the international community as free, fair and transparent. This is a remarkable achievement for Ghana and is setting the stage for more intensive and broadened efforts to promote democracy throughout the country. USAID's assistance has exceeded targets due to Ghana's readiness to continue pursuing democratic reforms and its maturity as a nation. USAID is building on Ghana's momentum to continue and deepened the democratization process by including a strategic focus on democracy and governance in its Country Strategy Plan, as amended, for the years 1997-2001.

Four years ago, the opposition boycotted parliamentary elections, held two weeks following the presidential election, resulting in a government party-dominated parliament for the past four years. In the recent elections the opposition won one-third of the seats in Parliament and their members are now chairpersons of important parliamentary committees.

The 1992 boycott -- based on the perception that there was widespread fraud and that the voter registry was bloated and out-of-date -- set in motion a series of events that laid the foundation for the successful 1996 elections. Most importantly was the decision by the political parties to initiate regular monthly meetings with the Electoral Commission (EC) in hopes of avoiding the misunderstandings and problems of 1992. This venue provided the consensus to work closely with USAID and other donors in developing assistance activities, and allowed the parties to discuss and comment on planned EC actions such as the conduct of voter registration, development of election laws and regulations, issues related to holding the election.

The Mission supported Ghana's electoral process through the Supporting Electoral Process (STEP) Project that funded the International Foundation for Election Systems (IFES) for three years in Ghana and provided a three month National Democratic Institute (NDI) grant. Four major outcomes were anticipated for STEP: (1) all political parties endorse the new registry and voter card; (2) all major political parties participate in and accept the results of the 1996 elections; (3) more than 60 percent of registered voters cast ballots in the 1996 elections; and (4) the portion of registered voters and voters who are women increases to 51 percent in 1996.

All major political parties actively participated in the voter registration process of October 1995 and endorsed the outcome. IFES, through the EC, trained 80,000 party representatives alongside its own 60,000 EC officials for the registration. Over 9.2 million registered to vote. Nearly 73 percent (6.7 million) of registered voters returned to the polling stations to check their names

against the register. The register was exhibited in all 20,000 polling sites in April 1996 and all political parties received the preliminary paper copy and CD ROM version (along with computers and appropriate training) of the register for review. All political parties received a final copy of the register which was used at the polling stations on election day.

Six political parties (nine parties were registered) fielded 760 candidates for the Parliamentary elections and three for the Presidential elections. IFES assisted the EC in the training of 100,000 polling station officials (concentrating on the presiding officers) and provided input into the training of almost 136,000 political candidate agents to observe the process on election day. More than 78 percent of registered voters cast ballots in the 1996 elections, the highest recorded turnout in Ghana's history and highest by international standards. Women comprised nearly 50 percent of registered voters and, while no exact figure of turnout by women exists, observers noted the large number of women voters at the polls. However, the General's figure masks regional differences in the role of women in the 1996 elections. Women outnumbered the men in five out of the ten regions and 107 out of the 200 constituencies. There were 57 female candidates for Parliament (up from 33 candidates four years ago) and 18 of those were elected (up from 16 four years ago).

While the participation of young people in the democratic process is declining in much of the West, in Ghana just the opposite is true. Ghanaians under thirty made up 47 percent of the registered voters in 1996 and those under forty made up almost 70 percent. There were 31 constituencies out of the 200 that had under 30 majorities. Among these were some of the highest turnout constituencies in the country.

In addition to the extensive training of party agents and officials which provided the foundation for the credible and transparent conduct of the elections, USAID also supported the work of 4,500 Ghanaian observers from a number of NGOs. Through a grant to the National Democratic Institute (NDI), the Ghanaian NGOs forged an alliance and created a new organization that would serve as headquarters and secretariat of the domestic observers. These disparate groups represented all elements of civil society the media, religious groups, public policy/research, private sector representatives and teachers and medical field.

Although a major focus of USAID's activities in the sector have been concentrated on the electoral process, democracy and governance as a discipline has been a primary crosscutting theme for all of the Mission's activities. The successes achieved under the Mission's economic growth strategic objective would not have been as significant without the active participation of and USAID support to the private and NGO sectors. Since 1992 USAID's assistance has strengthened key private sector organizations such as the Association of Ghanaian Industries, Federation of Associations of Ghanaian Exporters, Ghana Association of Women Entrepreneurs, and the Private Enterprise Foundation. These organizations, and others, are playing pivotal roles in enhancing the participation of Ghanaians at all levels in the area of policy formulation.



In addition, USAID has provided supported to public policy organizations such as the Center for Policy Analysis, Institute of Economic Affairs and the Institute for Statistical, Social and Economic Research. The U.S. Mission's Self Help Program and Human Rights Fund activities also play important roles in supporting the development and strengthening of civil society organizations such as the Ghana Chapter of the International Federation of Women Lawyers who provide the only legal assistance to indigent women, and the Association Queen Mothers, traditional women leaders in Ghana who are educating women to refuse to allow their daughters to suffer the debilitating effects of Female Genital Mutilation. Human Rights Funds were also instrumental in fostering greater transparency and accountability in the public sector by supporting the work of the Commission on Human Rights and Administrative Justice (CHRAJ). CHRAJ's activities are noteworthy because of its very public and steadfast efforts to investigate fraud and misuse of public funds by very high level officials. Their efforts were responsible for the resignation from the Cabinet of a minister and several high ranking associates of the executive branch.

Targets for the USAID democracy and governance program were fully met and exceeded in most cases. The success of the election is a tribute to effective donor coordination (which began three years prior to the election), the commitment of the political parties and the Government in maintaining a common vision, millions of Ghanaians who actively participated in the process by casting their votes and the impressive members of civil society that continue to educate and inform Ghanaians about their economic, social and political rights. The success of the 1996 elections is also testimony to the long term outlook the Mission took in its democracy and governance program. The STEP project covered three years and three major electoral events in Ghana (voter registration, register exhibition and the election). Because the success of the election depended on the two preceding electoral events, the long-term out-look by the Mission was necessary to foster a viable, transparent and credible electoral system. The assistance of NDI and the Ghanaian NGO community is a critical element in the long term sustainability of the program.

### ***Evaluations/Customer Feedback***

During the middle of 1996, the U.S. Mission took stock of the efforts being supported by the U.S.G. and other donors to increase the chances of a successful election. At the same time, several Ghanaian non-governmental organizations approached donors for assistance to strengthen their ability to act as official monitors for the elections. It became obvious that additional assistance would be needed to help these civil society organizations play a more active role in the electoral process. In October 1996, USAID provided a grant to the National Democratic Institute (NDI) to: (1) conduct a pre-election assessment, (2) train domestic observers, (3) field international observers and (4) hold a post-election roundtable with members of the public, private and non-governmental sectors to evaluate the election. NDI hit the ground running just

two months before the elections, and effectively helped shape the environment for free and fair elections in Ghana and form a coalition of domestic observers to monitor the elections. The Mission also held consultations with over 60 representatives of Ghanaian NGOs in October to discuss the way forward after the election. USAID was encouraged to assist the new Parliament gain its rightful role as a deliberative body and to increase its effectiveness as a balance against the executive branch. The Mission was also encouraged to strengthen civil society and political parties as advocates for social change on behalf of the larger society.

A component of the STEP project is to assess public attitude toward the 7 December 1996 elections in an effort to provide information to the Electoral Commission and the political parties on areas that may require more effort in the future. To that end, the IFES is currently conducting a nationwide public opinion survey on attitudes toward the election and democracy in general. The survey covers a variety of topics and is modeled after successful surveys conducted in the former Soviet Union and Eastern Europe. The results of the survey are due out in mid-April. In addition, the Mission is developing a new strategic objective in FY 1997 to further the process of democratization and to fostering deconcentration of political and economic power in the executive branch of government. This new strategic objective is an element in the Mission's amended Country Strategic Plan, to be presented in March 1997. Without broader participation of the society in Ghana's development agenda and greater public sector accountability, economic gains will not be sustainable in the long run.

## **2. Expected Progress Through FY 1999 and Management Actions**

In few other states in Africa has the passage from dictatorship to multi-party democracy been so promising as in Ghana. With the 1996 presidential and parliamentary elections a critical threshold has been crossed in the process of democratic development that began in 1992. USAID Ghana's new 1997 - 2001 Strategic Plan (CSP) elevates democracy and governance from a target of opportunity in the previous strategy to a strategic objective, and builds on the successes and opportunities of the previous years. The previous CSP concentrated on the election as a foundation, and precondition, for further activities. With the elections over, USAID's attention and support will turn toward strengthening and deepening democratic institutions in Ghanaian society to continue the process of deconcentration of political and economic power in the long run. The new strategy will focus on the strengthening of civil society, including its advocacy functions, and promoting greater public sector transparency and accountability.

**FY 97 Expected Progress** In FY 97 the Mission will complete the first phase of its democracy and governance objectives in Ghana and will design a new strategic objective to help consolidate those gains. Assistance will continue under the IFES and NDI grants. IFES will provide assistance to the EC which will conduct the Unit Committee elections by the end of the year.

There will be 16,000 Unit Committees nationwide (roughly the size of a polling area) comprised of 10 elected members each. With establishment of the Unit Committees, together with the 110 Assemblies, Ghana's constitutionally mandated decentralized structure will be in place.

The Unit Committees form the level of government interaction closest to the people. The IFES grant will also support ongoing institutionalization and development of the Inter-Party Advisory Committee on the national, regional, and district levels. IFES will help establish a national resource center for democracy and elections at the Electoral Commission. The center will house a collection of up-to-date resource materials on democratic development and electoral issues. It will also have access to Internet with easy links to the National Democratic and Republican Committees, IFES/Washington, NDI and IRI in the U.S. the Westminster Foundation, International IDEA, the Friedrich Ebert Stiftung Foundation in Europe, and Electoral Commissions throughout Africa as they come on line. As a result of these activities, USAID expects to see a more representative mix of parties in the Unit Committees, including more women and other groups. The Mission also expects to see more civil society input in the development of electoral policies and programs and political party officials more informed about current developments in democratization, policy formulation, and electoral reform.

NDI will refocus its activities on building capacity within the newly elected parliament and political parties. USAID expects to see more consultations between the parties and non-government organizations involved in advocacy.

**FY 98 Expected Progress** By FY 98 USAID assistance will support the launching of a parliamentary research and analysis center to enhance the degree and quality of information required for national public policy development and implementation. USAID will also support development and implementation of training programs for parliamentary committee members to help strengthen their role in the decision making process and to decentralize control within the parliament. Assistance to civil society will include grants to a limited number of public policy/advocacy groups to increase their influence and impact on policies. USAID plans to help create a regular process of consultations between parliament and their constituents by supporting the holding of public hearings in districts. The Mission also expects to see more parliamentary amendments passed to legislation drafted by the executive branch.

**FY 99 Expected Progress** USAID expects that the parliament will be consulting regularly with technical experts outside of the government, constituents and local government officials to ensure that government policies reflect the interest and concerns of the majority of Ghanaians. In addition, it is expected that there will be a more dynamic public policy arena that encourages a richer dialogue on political, economic and social issues not only in Accra, but in the rural areas as well. USAID will provide support for local NGOs to conduct seminars and workshops throughout the country and publish research on topical issues. As a result of training and technical assistance, USAID expects that the District Assemblies (DA) will begin raising a larger share of their budgets from local sources. A new round of DA elections is to be held in 1998. USAID will focus on enhancing the capabilities of the DAs to perform effectively as instruments of decentralization and development and empowering local groups to lobby effectively their district assemblies to ensure public input into the policy making apparatus of the assemblies.

### 3. Performance Data Tables

<b>SPECIAL OBJECTIVE: TO CREATE AN OPEN, CREDIBLE VOTER REGISTRY, AND INCREASE CONFIDENCE AND BROADEN PARTICIPATION IN THE ELECTORAL PROCESS</b> <b>APPROVED: 30/Sept/94 COUNTRY/ORGANIZATION: USAID/GHANA</b>			
<b>S.O. INDICATOR:</b> All major political parties endorse the new register and voter card			
UNIT OF MEASURE: # of political parties (% of total)	<b>YEAR</b>	<b>PLANNED</b>	<b>ACTUAL</b>
SOURCE: Electoral Commission records and transcripts of Inter-Party Advisory Committee meetings.	1992		3(B) (37%)
INDICATOR DESCRIPTION: (8 parties total, 3 aligned with government)	1996	8 (100%)	8 (100%)
	2000	8 (100%)	
COMMENTS:			
<b>S.O. INDICATOR:</b> All major political parties participate in and accept the results of the 1996 election			
UNIT OF MEASURE: # of political parties (% of total)	<b>YE AR</b>	<b>PLANNE D</b>	<b>ACTUAL</b>
SOURCE: Electoral Commission records and transcripts of Inter-Party Advisory Committee meetings, and media .	1992		3(B) (33%)
INDICATOR DESCRIPTION: (9 parties total, 3 aligned with government)	1996	9 (100%)	9(100%)
COMMENTS: One additional political party registered between the voter registration period of October 1995 and the election held in December 1996.	2000	100%	
<b>S.O. INDICATOR:</b> More than 60% of registered voters cast ballots in the 1996 elections			
UNIT OF MEASURE: % of total registered voters	<b>YEAR</b>	<b>PLANNED</b>	<b>ACTUAL</b>
SOURCE: Electoral Commission records	1992		55% (B)
INDICATOR DESCRIPTION:	1996	60%	78%
COMMENTS	2000	70%	

<b>S.O. INDICATOR: Proportion of registered voters and voters who are women increases to 51% in 1996</b>			
UNIT OF MEASURE: % of registered voters who are women  SOURCE: Electoral Commission records and voter register analysis INDICATOR DESCRIPTION:  COMMENTS:	YEAR	PLANNED	ACTUAL
	1992		40%(B)
	1996	51% (T)	0.5
	2000	50% (T)	

<b>STRATEGIC OBJECTIVE 4: TO ENHANCE PARTICIPATORY DEVELOPMENT AND GOOD GOVERNANCE</b>			
<b>APPROVED: Proposed COUNTRY/ORGANIZATION: USAID/GHANA</b>			
<b>S.O. INDICATOR: Increased advocacy by civil society organizations</b>			
<b>UNIT OF MEASURE:</b> # of changes made to government policy/legislation as a result of CSO advocacy  <b>SOURCE:</b> Reports from major CSO groups involved in advocacy and assessment of parliamentary committee system.  <b>INDICATOR DESCRIPTION:</b>  <b>COMMENTS:</b>	<b>YEAR</b>	<b>PLANNED</b>	<b>ACTUAL</b>
	1995		1 (B)
	1996	5 (T)	
	2000	10 (T)	
<b>S.O. INDICATOR: Government - Proposed legislation modified by Parliament</b>			
<b>UNIT OF MEASURE:</b> % of Ghanaians surveyed who feel they have sufficient information about what the government is doing  <b>SOURCE:</b> Independent survey  <b>INDICATOR DESCRIPTION:</b>  <b>COMMENTS:</b>	<b>YEAR</b>	<b>PLANNED</b>	<b>ACTUAL</b>
	1996		32% (B)
	1998	0.5	
	2000	0.65	
<b>S.O. INDICATOR: Increased Financial decentralization of local government revenues</b>			
<b>UNIT OF MEASURE:</b> % of District Assembly budgets generated from local sources  <b>SOURCE:</b> Independent analysis of DA budgets  <b>INDICATOR DESCRIPTION:</b>  <b>COMMENTS:</b> A survey will be conducted in 1997 to determine exact percentage of DA budgets generated from local resources.	<b>YEAR</b>	<b>PLANNED</b>	<b>ACTUAL</b>
	1996		XX (B)
	1998	10%	
	2000	20%	

<b>STRATEGIC OBJECTIVE 4: TO ENHANCE PARTICIPATORY DEVELOPMENT AND GOOD GOVERNANCE</b>			
<b>APPROVED: Proposed COUNTRY/ORGANIZATION: USAID/GHANA</b>			
<b>INTERMEDIATE RESULT 4.1: STRENGTHENED CIVIL SOCIETY</b>			
INDICATOR: Ghanaians who feel they have sufficient information about what the government is doing			
UNIT OF MEASURE: % of Ghanaians surveyed who feel they have sufficient information about what the government is doing SOURCE: Independent survey INDICATOR DESCRIPTION: COMMENTS:	<b>YEAR</b>	<b>PLANNED</b>	<b>ACTUAL</b>
	1996		32% (B)
	1998	0.5	
	2000	0.65	
<b>INDICATOR: Increased analysis conducted by CSOs and shared with Parliament</b>			
UNIT OF MEASURE: # of civil society organizations (CSOs) participating in Parliamentary meetings/hearings and disseminating results of studies/analyses SOURCE: Reports from major CSO groups involved in advocacy and assessment of parliamentary committee system INDICATOR DESCRIPTION: COMMENTS	<b>YEAR</b>	<b>PLANNED</b>	<b>ACTUAL</b>
	1996		0 (B)
	1996	5 (T)	
	2000	20 (T)	
<b>INTERMEDIATE RESULT 4.2: INCREASED PUBLIC SECTOR ACCOUNTABILITY</b>			
<b>INDICATOR: Inter-Party Advisory Committees established at district level</b>			
UNIT OF MEASURE: # of Districts with functioning IPACs SOURCE: Electoral Commission records INDICATOR DESCRIPTION: There are 110 Districts in Ghana COMMENTS:	<b>YEAR</b>	<b>PLANNED</b>	<b>ACTUAL</b>
	1996		10 (B)
	1998	40	
	2000	110	
<b>INTERMEDIATE RESULT 4.2: INCREASED PUBLIC SECTOR ACCOUNTABILITY</b>			



<b>INDICATOR:</b> Greater devolution of authority to the local level			
<b>UNIT OF MEASURE:</b> Unit Committee Elections held in 1997	<b>YEAR</b>	<b>PLANNED</b>	<b>ACTUAL</b>
District Assembly Elections held in 1998	1994		DA elections held
<b>SOURCE:</b> Electoral Commission of Ghana	1997	UC elections to be held	
<b>INDICATOR DESCRIPTION:</b>	1998	DA elections to be held (second round)	
<b>COMMENTS:</b>			

### **III. STATUS OF THE MANAGEMENT CONTRACT**

The FY 99 Results Review and Resource Request is being submitted concurrently with submission of a Country Strategic Plan (CSP) Amendment. The Mission's Revised CSP, dated July 1996, is being fine tuned in the following three areas: (1) the economic growth strategic objective is rephrased to "increased revenues from selected goods and services" to allow the Mission to continue building on successes achieved in non-agricultural exports such as tourism, African garments/apparel and handicrafts and other opportunities for economic growth; (2) family planning and AIDS/HIV prevention are merged to reflect one strategic objective in the health area that also includes child survival; and (3) a strategic objective in democracy and governance is being added. The Mission's CSP Amendment, to be presented in mid-March, now contains four strategic objectives with a total resource requirement of \$225 million over five years in Development Assistance and P.L. 480 Title II resources. Upon ratification by USAID/W of the CSP Amendment, no further revisions are anticipated.

## USAID GHANA FY 1999 RESULTS REVIEW AND RESOURCE REQUEST

### PART B: RESOURCE REQUEST

#### IV. USAID GHANA FY 99 RESOURCE REQUEST

##### 1. Financial Plan

USAID's past programs have made substantial contributions to development in Ghana. Ghana's long track record of liberal economic policies and the maturing democratic institutions present excellent opportunities for the USAID to assist in more rapid economic growth and broad participation in the economic and social development of the country. Accordingly, USAID/Ghana's strategy for 1997-2001 supports the goal of promoting broad-based, sustainable, economic growth. This goal is supported by four strategic objectives: (1) increased revenues from selected goods and services; (2) increased effectiveness of the primary education system; (3) improved family health; and (4) enhanced participatory development and governance.

To accomplish the objectives of the CSP, the Mission requires over the three-year period of 1997-99 a total of \$112.8 million in Development Assistance and \$38.8 million in Title II resources to achieve the results agreed to in the management contract. The Mission plans to obligate \$36 million in FY 1997, \$38.4 million in FY 1998, \$38.4 in FY 1999. Expected food aid requirements for the same periods are \$12.5 million, \$12.7 million and \$13.6 million. Workforce and Operating Expense requirements are discussed in section IV.4, below.

##### *Budget Request by Strategic Objective*

New and bold initiatives are needed if Ghana is to move forward on a path of rapid and broad-based growth. Strategic Objective 1, "**increased revenues form selected goods and services**," will facilitate participatory policy change, improvements in financial services and enterprise development. The FY 1997 - 1999 request for SO1 includes \$41.3 million in Development Assistance, including \$8.2 million in Nonproject Assistance, and \$18.4 million in PL 480, Title II resources. Significant results expected over the three-year period are:

- A 16 percent increase in private sector revenues from selected goods and services in agriculture, manufacturing and tourism, at least a 25 percent increase in nontraditional exports, and a 30 percent increase in foreign exchange earnings from tourism.

- High-level public-private consultations on policies changes required to reinvigorate the economy, leading to a national policy framework;
- Policy and regulatory reforms, such as reducing barriers to the importation of inputs used in agriculture and manufacturing, liberalization of wood product exports, and elimination of export bans on specific products;
- Expert assistance in policy analysis and investment financing;
- Improved linkages between microenterprises and larger manufacturing and exporting companies, benefiting more than 20,000 microenterprises;
- Increased use of sustainable production practices in agriculture and manufacturing;
- Increased food security among vulnerable populations;
- Sustainable financing for preservation of historic sites and natural resources in the Central Region; and
- Increased access to and usage of the Internet.

The FY 1996 - 2001 primary education takes a fresh approach to addressing the poor state of education in Ghana. The FY 1997 - 1999 budget request for SO2, **"increased effectiveness of the primary education system,"** includes \$25.6 million in DA, of which \$12 million in NPA, and \$15.4 million in food aid. Major accomplishments will be:

- Improved English and mathematics scores on national Criterion Referenced Tests;
- Increased enrollments and retention rates in assisted school districts;
- Development of school quality standards for teaching materials, teacher preparedness, student performance community participation, and facilities;
- Initiation of a Model Schools program, to improve learning outcomes in the classroom, at least 33 schools in 10 districts.
- Increased instruction time for language studies;
- Revised curriculum for English and mathematics in grades 1 through 3;
- Introduction of continuous student assessment instruments;

- Reallocation of qualified teaching staff to classrooms from administrative positions; and
- Improved distribution of educational materials.

USAID Ghana will continue to provide leadership in the areas of family planning and HIV/AIDS prevention and it will place a greater emphasis on complementary child survival interventions. The three-year budget request for SO3, "**improved family health**," amounts to \$41.1 million in DA, of which \$9 million in NPA, and \$4.9 million in Title II. Expected results are:

- Total fertility reduced from 5.5 children per woman in 1993 to 5.0 in 1999;
- Increased contraceptive prevalence rates, especially for the usage of long-term contraceptive methods;
- Improved cost-recovery in family planning services;
- Increased condom use by persons at risk of HIV/AIDS;
- Declining infant mortality;
- Increased use of oral rehydration therapy for children under three years of age; and,
- Greater numbers of children immunized.

In FY 1997, the Mission will introduce a new strategic objective, "**enhanced participatory development and governance**." This SO4 will support the strengthening and deepening of democratic institutions and for continuing the process of deconcentration of political and economic power in Ghanaian society. The three-year request for this SO is \$4.8 million in DA. Major accomplishments will include:

- Successful, democratic elections for members of 16,000 Unit Committees (local governing bodies);
- Establishment of Inter-Party Advisory Committees in a majority of the administrative districts;
- Increased analytical resources and capacity for the Parliament;
- Strengthening of civil society to contribute to informed policy debate and to serve as advocates for the positions of their members; and,

- Increased financial and administrative decentralization.

### *Pipeline Analysis*

The Mission's pipelines for two of the strategic objectives (SOs 1 and 4) are reasonable as many of the activities are being phased in under the new CSP and implementation actions are high. However, the primary education and health strategic objective pipelines are higher than ideal.

- The pipeline for economic growth (SO1) is reasonable at nine months.
- The new primary education strategic objective (SO2) was authorized in September 1996. The Mission is in the process of completing several contracting actions in March/April 1997 that will bring on board U.S. firms to implement primary education activities in Ghana. Once contractors are in country around June/July, the Mission expects considerable draw-down on the pipeline as implementation begins.
- In the health sector (SO3), the high pipeline -- 23 months -- is a result of two major programs overlapping for 18 months. The \$35 million Family Planning and Health Program ended in September 1996. The \$45 million Ghana Population and AIDS Program was authorized in September 1994. Expanded child survival activities beginning in FY 97 will help to accelerate the drawdown.
- The pipeline for democracy and governance (SO4) is reasonable, at 9 months.

Levels are expected to increase in FY 98 and beyond. FY 98 and FY 99 overall estimated pipeline is expected to be 7.5 months and 11.5 months respectively. This will be a result of increased implementation of the Mission's new CSP for the 1997-2001 period. Following are resource request tables for the FY 1997-99 period.

**[INSERT FY99 R4 BUDGET REQUEST BY OPERATING UNIT TABLES.  
FILE: R4GH99BR.WK4, 3 pages ]**

## 2. Prioritization of Objectives

USAID Ghana believes that an integrated program focusing on economic growth, improved educational quality, improved family health and a more participatory environment is essential to promote broad-based sustainable economic growth. Concentrating on only one or two objectives would compromise the integrity of the Mission's strategy and would result in less significant progress. USAID Ghana's priorities are as follows:

- (i) **Strategic Objective 1: Increased Revenues from Selected Goods and Services** - The major underlying theme of the Mission's strategy is to accelerate economic growth. For this to happen, Ghana must undertake bold, new policy initiatives and become more competitive in international markets. The Mission's strategy is based on the belief that a growing and more diversified economy will generate increased investments, higher incomes and improved living standards. Without a focus on economic growth, Ghana's vision to become a middle income country by the year 2020 will be a distant dream and the country will be unable to face the challenges of the 21st century. USAID is the largest bilateral donor promoting greater liberalization within the economy and focusing on increasing international competitiveness of Ghana's products. Policy change, enterprise development and micro-enterprise promotion are key components of this objective.
- (ii) **Strategic Objective 2: Increased Effectiveness of the Primary Education System** - Forty years ago at independence, Ghana had one of the highest levels of education on the Sub-African continent. Low economic growth rates and subsequent lower spending on education over the years has negatively impacted on literacy levels and the concomitant productivity of Ghana's human resource base. The low level of human resource development increases the level of effort required to generate sustainable development momentum. Ghana's educational system needs restructuring and the Ghanaian public and private sector are well aware of it. USAID is helping Ghana to revitalize education at the primary level to ensure a solid educational basis for higher levels of learning. As the largest bilateral donor in the sector, USAID is playing a pivotal role in sustaining the momentum and encouraging bolder steps to provide all Ghanaians with a quality education.
- (iii) **Strategic Objective 4: Enhanced Participatory Development and Governance** - Broad participation in charting the course of development and sharing in its benefits is critical to assuring political stability and to making economic growth sustainable. Ghana has made impressive progress in pursuing democratic reforms. The successful elections, new multi-party parliament and active civil society present compelling opportunities for assistance. USAID electoral support was highly effective and established USAID as a leading donor in support of participatory development and governance. Increasing the



role of civil society organizations and enhancing advocacy are the most important contributions that USAID can make at this time. The Mission has also integrated democracy and governance objectives into each of the other strategic areas. Support for private sector and non-governmental organizations reinforces democratic principles throughout the portfolio by encouraging and strengthening participation by all Ghanaians in the economic, political and social reforms underway.

- (iv) **Strategic Objective 3: Improved Family Health** - Ghana's high population growth rate threatens to derail any significant gains made on the economic front. Inadequate economic growth is Ghana's biggest challenge. With average annual levels of GDP growth around the 5 percent mark over the past 13 years, the population growth rate of 3 percent has seriously eroded those gains to around 2 percent. Greater availability and usage of family planning services are critical to the long term sustainability of Ghana's development agenda and a major component of USAID's program. To curtail activities after the significant success in reducing the total fertility rate from 6.1 to 5.5 would be unwise and potentially detrimental to the long term development objectives of the country. Ghana has been spared the devastation of the AIDS epidemic experienced by many of its neighbors in the sub-region. Continued tracking of the epidemic, increasing awareness and encouraging behavioral change is the foundation of USAID's program. These efforts must continue if help Ghana continue the economic progress it has experienced to date through a more productive citizenry that is prepared to contribute to national development.

### **3. Linkage of Field Support, Non-Emergency Title II and Title III**

USAID Ghana's Global Field Support Table identifies 29 activities that are complementary to the Mission programs over the three-year period. Each activity is important in its own right. Most of the Global activities are in the health area (population, AIDS/STD's and child survival) which is the sector most dependent on Global support. Following are the requirements for each objective and the contributions the activities make to accomplishment of results.

**Strategic Objective 1, Increased Revenues from Selected Goods and Services:** The three field support requests for this objective are based on the need to more appropriately target USAID's resources. Without this assistance, the Mission would be less likely to identify optimal assistance packages to enhance environmental sustainability, improve the domestic and export marketing of Ghanaian products, and to promote growth in the Central Region.

**Strategic Objective 2, Increased Effectiveness of the Primary School System:** Field support from the Advancing Basic Education and Literacy (ABLE) and Improving Educational Quality (IEQ) projects is integral to achievement of SO. IEQ, for example, has provided

valuable assistance in the establishment of the Center for Research on Improving Quality of Primary Education in Ghana (CRIQPEG) at the University of Cape Coast and developing a cadre of local educational researchers. CRIQPEG conducts action based school research that identifies learning constraints and introduces interventions to improve the teaching and learning processes. Field support from IEQ will continue to develop research capacity at UCC and expand the CRIQPEG's role in the model school program. Without this field support USAID will not be able to utilize the important research and implementation services UCC and CRIQPEG offer. The ABEL project has assisted the Mission with an analysis of the decentralization process in the education sector. ABEL experience with educational decentralization will continue to provide targeted technical assistance for analyses, policy studies, and institutional development relating to decentralization.

**Strategic Objective 3, Improved Family Health:** Global field support is a critical and essential component of the Mission's Strategic Objective 3 in the health area. Virtually all technical assistance required for family planning, HIV/AIDS prevention and child survival is provided through Global contracts. Without field support, Ghana's contraceptives program would be seriously compromised and the flow of contraceptives would cease. As the largest provider of contraceptives in Ghana, USAID's ability to provide contraceptive methods to reduce fertility and prevent the spread of HIV/AIDS/STDs would be greatly diminished. There are 21 Global projects that provide technical assistance to the Ministry of Health and local NGOs to improve the policy environment, train service providers, conduct communications campaigns, integrate STD treatment in family planning service delivery and monitoring and evaluation. Each of these activities would be eliminated without Global assistance. Additionally, the program would not be able to expand the provision of long term family planning services that are dependent on training and would reduce Ghana's ability to reach its desired fertility level of 5.0 by the year 2000.

**Strategic Objective 4, Enhanced Participatory Development and Governance:** Democracy and governance is a rapidly evolving new discipline in development. Sharing of guidance, concerns and best-practices will be mutually beneficial for USAID Washington and the Mission. USAID Ghana's efforts to enhance the advocacy skills of the legal profession and of Parliament would be adversely affected without the Global field support assistance. With a new Parliament in place and an active civil society, opportunities to upgrade leadership skills for women in Parliament, in particular, lawyers and parliamentarians is important. In addition, as experience is gained, the Mission requires flexibility to respond to new opportunities.

**[INSERT FY 99 R4 GLOBAL FIELD SUPPORT TABLE,  
FILE: R4GH99FS.WK4]**

**Non-Emergency Title II.** Three U.S. PVOs implement programs in Ghana. The majority of the resources support the economic growth objective of the Mission. The remaining activities contribute to primary education and health objectives.

Forty-eight percent of the Title II Resources support objectives to be achieved in **Strategic Objective 1**, economic growth. TechnoServe has assisted 84 group-owned agricultural enterprises to process, store or market a total of 7,170 mt. of farm produce with a total beneficiary revenue of approximately \$775,000, rural value-added of approximately \$350,000. In the process, 8,604 full time jobs and 14,638 seasonal jobs were provided for food processors, farm hands, and transporters. Cumulative farmer equity of \$26,539 was raised to leverage approximately \$167,209. Adventist Development Relief Agency (ADRA) also provided training to 5,724 peasant farmers in agro-forestry systems and technologies/cultural practices and provided them with agricultural inputs. (Some of the training is provided under a collaborative agreement with the Agricultural Research Department of the University of Ghana). Over one million seedlings of woody species and fruit trees, like cashews, citrus, mangoes, cassia, lacuna, etc., were planted and intercropped with cereals, legumes vegetables and roots and tubers over a total of 5,724 acres of farmlands. Although the full financial benefits will be realized only when the fruits begin to be harvested and exported, and the woody trees begin to be harvested and sold as fuel wood and poles for rafters, still some immediate income is being generated.

Under **Strategic Objective 2**, the Catholic Relief Service (CRS), under its Education Support Program, has provided food rations ( P.L 480 Title II and local foods purchased with monetization funds) to 220 primary schools and 133 pre-school in the three most food-deficit regions in the North. Also, take-home rations were provided to girls with a predetermined monthly attendance rate. CRS also rehabilitated 15 rural school buildings and provided 167 in the program schools. This enabled 67,330 pupils (of whom 30,299 are girls) to attend school regularly throughout the year and remain attentive in class. According to CRS operations research results, the impact of the program was highest in the most food insecure parts of the interventions regions. Average girls enrolment in schools with take-home rations was 24 percent compared to 14 percent in program schools with no take-home rations and 12 percent in control schools. This means, according to the report, that "there are seventy-two more girls in the take-home ration schools than the control schools."

In **Strategic Objective 3**, ADRA in collaboration with the Ministry of Health, has trained 283 Community Nutrition and Health Motivators who have, in turn, trained 5,724 households in key nutrition and health issues. CRS has also trained several Community Environmental Health Workers as a result of whose education toilet facilities were constructed in 24 project communities.

### Non-Emergency Title II Requirements by Objective

SO	FY97 Req. (\$000's)	FY98 Req. (\$000's)	FY 99 Req. (\$000's)
SO 1: Increased revenues from selected goods and services	6,207	6,079	6,139
SO 2: Increased effectiveness of the primary school system	4,626	4,982	5,753
SO 3: Improved family health	1,645	1,611	1,715
Total	12,478	12,672	13,607

USAID/Ghana, in cooperation with the PVO and NGO community, has uses P.L. 480 resources to improve food availability, access (through agricultural processing and marketing) and utilization. Increasingly, the Mission has used monetization of P.L. 480 resources to leverage significant increases in incomes from food crops. Ghana's three P.L. 480, Title II Development Activity Programs are integrated into Mission Strategic Objectives and complement Development Assistance-funded activities.

Under SO1, increased revenues from selected goods and services: TechnoServe's program supports microenterprise development and improvements in agricultural processing and marketing. TechnoServe's program is an integral part of enterprise development activities. Consequently, an reduction of assistance would have a direct impact on the numbers of beneficiaries under SO1. ADRA supports agro-forestry initiatives aimed at reducing soil erosion and increasing agricultural productivity. ADRA's support contributes directly to Mission efforts to introduce environmentally sustainable production practices and to increase food security among vulnerable populations.

Under SO2, increased effectiveness of the primary education system, CRS assists strengthening of local, community management of primary schools. A reduction of Title II resources would reduce the impacts of the primary education program, particularly in food deficit communities.

Under SO3, improved family health, CRS supports feeding programs and supports the expansion of access to potable water and improved sanitation.

#### 4. Workforce and Operating Expense Requirements

##### a. *Workforce*

USAID Ghana has a staffing level of 116 positions by year-end with a reduction to 99 in FY 98. The FY 1999 Plan can be implemented at existing work force and operating expense (OE) levels after the planned reduction of 17 locally hired personnel in FY 98 and after accounting for the increase in ICASS cost over FAAS costs (projected at a \$100,000 annual increase). The projected annual OYB for Development Assistance -- \$36.0 million -- is slightly less than the actual program level of \$37.8 for fiscal year 1996. PL 480 levels, however, will increase from \$7.0 million in FY 96 to \$12.5 million in FY 97.

The reduction in personnel, however, results only in an estimated modest saving of \$10,000 a year (starting in FY 98). This is because the reduction is expected to impact heavily in GSO staff, which currently supports institutional contractors' residential maintenance. This cost is paid out of the OE budget (trust funds) and then recovered by charging the project/activities. Thus, the R4 nets the costs out of the OE/TF budget.

Two International-Hire, USPSCs are urgently required to ensure the effectiveness of mission operations. This will not result in an increase in USAID/Ghana ceiling limitations but rather a change in category allocations. The budget includes reductions in other categories to remain within the established overall ceiling. The most urgent of these two USPSCs is the employment of an individual to serve as the mission's Systems Administrator. Further detail on these positions follows:

**Systems Administrator** - Over the past year and half, three locally hired Ghanaians employed in this position have resigned to accept other employment with international organizations. The Mission has concluded that, due to the salary structure of the local compensation plan and the work experience gained by employment as the USAID System Administrator, it will not be possible to retain the service of a Ghanaian in this position a sufficient length of time to ensure the level of system's support required to make the transition to full utilization of the New Management Systems. The Mission plans to recruit and employ a highly qualified U.S. citizen to serve as Systems Administrator under a two-year USPSC contract. Efforts to identify a qualified local U.S. Citizen for this position has not been successful. If the Mission is to be successful in its effort to implement the full utilization of NMS, it is essential that approval be granted to employ an offshore USPSC to serve as the System Administrator.

**Assistant to the Controller** - Prior to the Mission becoming a full accounting station several years ago, the Controllers Office had a US dependent spouse position. Subsequently, a US Direct Hire, Deputy Controller position was funded. This change significantly strengthened the accounting and control function necessitated by the Mission becoming a full accounting station

and no longer being serviced by REDSO/WCA. The July 1996 abolition of the Deputy Controller USDH position was a critical detriment to managing for results in the needed environment of good accountability and control. Approximately one third to one half time of this recommended US resident hire position would be overseeing the disbursement and certification function so critical to good control. The balance of the time will be spent in efforts to implement the NMS fully. Plans are for this to be a two-year USPSC contract.

**[INSERT WORKFORCE TABLES,  
FILE: WF-21641.WK4, 8 pages]**



**b. *Operating Expenses***

USAID Ghana's operating expenses have averaged \$2.4 million per year over the last two years. These expenses have been financed from dollar appropriated funds (57 percent) and trust funds (43 percent). The importance of trust funds derived from nonproject assistance cannot be overstated. Without NPA trust funds, the Mission's program would undergo considerable downsizing which would negatively, and irreversibly, impact on the program portfolio.

**Dollar Funded:** For the last two fiscal years (FY 95-96) OE dollar funded operating expenses averaged slightly less than \$1.4 million per year (net of FAAS). The Mission plans to reduce this figure further by approximately 3 percent in FY 1998 onward while also absorbing an annual approximate 3.5 percent increase in costs due to inflation. This conservative OE dollar projection is based on the Mission's plans to continue to contain increases in operating costs and to capture operating efficiencies.

The modest costs projected for the 3-year period are expected to come, in large measure, from implementation of a stretched-out non-expendable property replacement program. This approach, in many ways, would result in mortgaging the Mission's future to meet current budgetary restraints. The asset base would become older, requiring additional maintenance at some point in the future.

**Trust Fund:** In the past USAID Ghana has generated trust funds for operating expenses by tapping, on average, 9 percent of all the nonproject assistance grants in its program. This approach will be continued. It is projected that ten percent of all new NPA will be allocated to trust funds. Sufficient trust fund generations are expected to be available to meet USAID/Ghana needs until the year 2000 based on current NPA projected levels.

**Cost of Controller's Operations:** The costs of Controller's operations have been reduced in the revised operating budgets for FY 1997 by \$52,300 and FY 1998 by \$84,200, reductions of 15 percent and 23 percent, respectively. In addition, the overall increase in operation costs projected from 1997 to 1999 is a modest \$20,800. To achieve this, reductions have been made in all categories except salary and salary benefits. A combination of a high inflation rate and the continual strength of the U.S. Dollar has kept the costs of local salaries at a modest increase during 1997 to 1999. The elimination of the deputy controller position has reduced costs in several areas, e.g. housing, education, and other benefits; however, some of these savings have been offset by the need for USPSC assistance during the extended absences of the Controller. USAID has requested an increase in the authorization for an internationally hired Assistant to the Controller under a USPSC. If this position is approved, there will be a corresponding increase in Controller Operational Costs.

**[INSERT OVERSEAS MISSION BUDGET REQUEST TABLES,  
FILE: OE-21641.WK4]**

**[INSERT TRUST FUND AND FSN SEPARATION FUND TABLES,  
FILE: FN-21641.WK4, 1 page]**

**[INSERT COST OF CONTROLLER OPERATIONS TABLES,  
FILE: CO-21641.WK4, 4 pages]**

## **5. Environmental Compliance**

The portfolio raises no unusual environmental concerns. Initial Environmental Examinations (IEEs) will be prepared by the REDSO/WCA Regional Environmental Officer (REO) for each new strategic objective (SO) design. No significant environmental issues are expected to arise with any of the SOs. In FY 1996, the Mission conducted the Congressionally-mandated Biodiversity and Tropical Forestry Assessment which is discussed in the 1997-2001 Ghana Country Strategic Plan, Amended.

For FY 1997, the REO has already prepared a draft IEE, with a negative determination, for SO1, Increased Revenues from Selected Goods and Services. The IEE will be finalized when all the details of the new design are in place. It is anticipated that the SO1 institutional contractor's responsibilities will include monitoring environmental compliance at the farm level. While no major environmental issues are foreseen over the course of SO1 achievement, environmental assessments will be carried out when necessary.

The IEE for the other FY 1997 design, SO4, Enhanced Participatory Development and Governance, remains to be done. As development of the activity proceeds, the REO will be requested to prepare the IEE. No special environmental problems are expected to be encountered.

The only new design planned for FY 1998 is for SO3, Improved Family Health. The REO will be requested to prepare an IEE for the activity. As the SO is expected to retain its existing focus on family planning, HIV/AIDS and child survival, few environmental issues are anticipated. However, should construction activities be included, environmental concerns will be addressed. No new designs are proposed for FY 1999.

Regarding SO2, Increased Effectiveness of the Primary Education System, the existing IEE is in the process of being amended to address probable construction activities. The draft IEE Amendment recommends a negative determination. Construction activities are not expected to have a significant impact on the natural and physical environment.

## **6. Bureau of Humanitarian Relief (BHR) Requirements**

[Not Applicable]

March 14, 1997